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LABOUR MARKET TRANSITION PROJECT:

Learning Needs, Target Groups, and Potential TVOntario Responses

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Learning Needs, Target Groups, and Potential TVOntario Responses

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SUMMARY

The Labour Market Transition Project report identifies changes occurring in the labour market and describes adult learning needs emerging from them.

The changes include: jobless growth; an upward shift in skill requirements for all employment; changing condition; an aging workforce; continued growth in employment in the service sector and corresponding decline in the resource sector; changing organizational structures and work relationships with the potential for negative impacts on women; new industrial relations which are less adversarial; new requirements for education and training of adults and changing requirements in the education of children.

The learning needs that emerge from these changes are presented, followed by the identification of eight specific target groups who could benefit most from educational initiatives. The groups are: older workers; resource industry workers and communities; people and industries implementing 'new work' arrangements; women in the workforce; people competing in new global markets; educators and trainer of adults; consumers of education and training; and parents and teachers of children.

Three potential applications of television are discussed as responses to learning needs and the roles these applications can play in the learning process are described. The applications are: educational broadcast which could expand public awareness of the challenges of change and options for action; instructional narrowcast including instruction to develop work-related skills and abilities for highly specific audiences; and social action broadcasting with accompanying services.

This report proposes that the careful integration of these three types of programming will constitute a unique TVOntario initiative which will increase the effectiveness of each programming effort.

Recommendations

These recommendations are based on the belief that there is a pressing public need for education about economic changes that are transforming our society. In addition this need for public education is well recognized by our provincial and federal governments and the potential for funding this kind of programming is substantial.

1. Establish a Labour Market Transition Initiative as a TVOntario priority for the next five years to be addresses by both networks and all programming sectors.
2. Develop objectives for reaching target audiences and establishing new links with variety of new institutions in addition to our traditional ones.
3. Design and support this initiative as an integrated, three-pronged service including: awareness broadcast; instructional narrowcast; and television-based programming and linking services to strengthen TVOntario's role as an agency of social action and social support.
4. Begin this initiative immediately with programming on aspects of this topic in 1989-90.
5. Implement a development process to ensure the transfer of extensive TVOntario research information to those involved in programming and services.
6. Appoint a Coordinator of the Labour Market Transition Initiative to direct development and implementation across all sectors.

RÉSUMÉ

Le présent rapport met en évidence les changements que connaît le marché du travail et les besoins qui en découlent en matière d'éducation des adultes.

Parmi ces changements, on retrouve la croissance de la population sans emploi, la spécialization croissante de tous les emplois, l'évolution des marchés mondiaux qui intensifie la concurrence, le vieillissement de la main-d'œuvre, l'augmentation soutenue du nombre d'emplois dans les secteurs des services et le déclin correspondant dans le secteur des ressources, la transformation des structures organisationnelles et des relations de travail laquelle peut avoir une incidence négative sur les femmes, l'avènement de relations moins confidentielles ainsi que la redéfinition des exigenves d'éducation et de formation des adultes et d'éducation des enfants.

Le rapport présente les besoins d'apprentissage qui découlent de ces changements, puis délimite huit groupes cibles susceptibles de bénéficier au plus haut point d'initiatives en éducation. Il s'agit des travailleurs âgés, des populations ouvrières liées au secteur des ressources, des personnes travaillant dans des cadres nouveaux, des femmes au travail, des personnes faisant face à la libre concurrence mondiale, des éducateurs et agents de formation des adultes, de la clientèle des programmes de formation et d'éducation des adultes ainsi que des parents et enseignants.

Le rapport aborde trois genres d'émissions de télévision qui peuvent répondre aux besoins d'éducation et leur rôle dans le processus d'apprentissage. Il s'agit d'émissions éducatives visant à sensibiliser la population aux défis que pose la changement et aux possibilités d'action, d'émissions d'enseignement spécialisé visant àainculquer des aptitudes et des compétences professionnelles à des groupes cibles très précis, et d'émissions à caractère social accompagnées de services connexes.

Le rapport suggère que l'intégration consciencieuse de ces trois genres d'émissions placera TVOntario dans une position unique lui permettant d'accroître l'efficacité des réalisations de chaque secteur de programmation.

Recommandations

Les recommandations suivantes reposent sur notre conviction que la population ressent un besoin impérieux d'information au sujet des changements économiques qui transforment notre société.

1. Au cours des cing prochaines années, donner la priorité à la mise en place d'un Programme d'adaptation au marché du travail, auquel participerait les deux chaînes et tous les secteurs de programmation.

2. Se fixer des objectifs permettant d'atteindre les auditoires cibles et de nouer des liens avec différents organismes venant s'ajouter à nos partenaires traditionels.

3. Concevoir et appuyer ce programme comme un service à trois volets intégrés comprenant des émissions de sensibilisation, des émissions d'enseignement spécialisés, ainsi qu'une programmation télévisuelle et des services connexes s'inscrivant dant le rôle d'action sociale et de soutien à la collectivité de TVOntario.

4. Lancer le programme dès maintenant, en prévoyant des émissions sur le sujet e 19989-90.

5. Mettre en œuvre un processus de développement visant à assurer la transmission des données de recherche abondantes de TVOntario aux responsables de la programmation et des service. Désigner un coordonnateur du Programme d'adaptation au marché du travail, qui orientera le travail d'élaboration et de mise en œuvre dans tous les secteurs.

Le rapport intégral, Document de travail 89-5, est disponible en français : *Projet d'adaptation au marché du travail : Besoins d'apprentissage, groupes cibles et rôle possible de TVOntario.*

INTRODUCTION

The Labour Market Transition Project was initiated in October 1988 and conducted by Planning and Development Research to accomplish the following goals:

1. Identify the personal and social impacts of labour market changes.
2. Identify and describe new target audiences and their learning needs based on these impacts.
3. Identify and describe potential responses for TVO.

This project was developed as a result of the deliberations of the Occupational Preparation and Maintenance Sub-Committee of the Distance Education Committee. This TVOntario-supported initiative brought together educators, government, business, and union people from across Ontario for a discussion of the most urgent learning needs in Ontario and potential cooperative responses. Through a year-long series of meetings, the Sub-Committee developed a project proposal to explore how educational responses to the issues of job loss and employment transition could serve both individuals and communities.

This sub-committee proposal was submitted for separate government funding, but TVOntario Senior Management and the staff of Planning and Development Research also recognized that educational broadcasting could have an important role in responding to changes in the labour market. The TVOntario project began with direct involvement from programming staff but was modified to a research-driven initiative. However, the recommendations emphasize the development of cross-sectoral and cross-network initiatives in programming and services.

The report begins by describing the substantial changes taking place in the workplace and then, lists the learning needs which derive from these changes. Eight target groups have been presented in detail in the report. These range from the broader categories of those competing in the new global economy and parents and educators of children to the specific groups such as displaced workers over 45 years of age. Certain of the groups (older workers, women in the workplace and single industry communities) are more closely analyzed in the appendices.

Potential responses for educational broadcasting are specified and from this, six recommendations for action are presented. The recommendations are for pro-active, cooperative TVOntario initiatives to address one of the major challenges facing Ontario today.

The first three appendices provide additional information on displaced older workers, women, and single industry workers and communities as proposed target groups. Franco-Ontarians have particular labour market and economic challenges, as well as sharing the concerns and experiences of all Ontarians. Appendix 4 focuses on this community. As unions are increasing their roles in the training and retraining of workers, their approaches and philosophies are presented in Appendix 5. Ontario is recognized as a province with remarkable regional differences and Appendix 6 reports on the perceptions of residents and journalists in all regions of the province. Appendix 7 describes the responses and programs developed by other broadcasters addressing the needs of untrained workers, workplace dislocation and unemployment. Federal and provincial governments have funded a variety of programs to aid employers, employees and those seeking employment and/or training. These are outlined in Appendix 8. The final appendix lists sources of information on the issues of labor market transition, the economy, and training.

The complete report is also available in French under the title *Projet d'adaptation au marché du travail : Besoins d'apprentissage, groupes cibles et rôle possible de TVOntario* .

LABOUR MARKET CHANGES AND LEARNING NEEDS

This section begins with a summary of major changes in the labour market, and then describes the learning needs of individuals faced with these changes.

CHANGES

The three widely-accepted driving factors behind labour market changes are: (1) the diffusion of new technologies; (2) heightened international competition in new global markets; (3) demographic factors relating to the age and sex of workplace participants. These factors are creating specific changes in the kind of work available; the way it is done, where, and by whom.

These changes have been examined and described in various research documents which, along with previous Planning and Development Research reports, have been the primary reference sources for this paper (listed in Appendix 9). There are nine changes identified here with brief explanatory descriptions. Learning needs are then described for each change.

CHANGE 1. Jobless growth is a continuing and accelerating phenomenon.

Automation in all sectors of manufacturing and service industries allows business greater productivity with fewer employees. Between 1980 and 1983, approximately one in five jobs disappeared from the manufacturing sector. The financial service industry has greatly expanded the range and types of services it provides without huge increases in employees.

Cost control has lead to the global dispersal of branch manufacturing plants to countries of low wage labour. In Toronto alone for example, 3,000 industrial jobs were lost in this way in 1988.

Full employment is not part of the future.

*CHANGE 2. **Job skill requirements have shifted upwards. Work is becoming increasingly sophisticated and many occupations which previously required manual skills now require mental abilities.***

Research demonstrates a direct correlation between educational attainment and the employment rate. University graduates have an unemployment rate almost two-thirds lower than individuals with less than grade 8 education. In 1986, 44.4% of jobs required 13+ years of education; by the year 2000, this will grow to 64.3%. Most new jobs being created require higher mathematical and language skills as well as scientific and technical literacy. Presently, less than 2% of jobs require no reading and writing skills.

*CHANGE 3. **Changing conditions in global markets and heightened competition present new challenges for Canadian business.***

A massive restructuring of productive systems is now occurring in all the advanced industrial economies: production processes are being rationalized, new process technologies are being deployed, and the search continues for new kinds of industrial relations. The emerging global economy and heightened competition in the new trading environment require Canadian business to adapt rapidly to changing conditions if it is to compete successfully in international markets.

*CHANGE 4. **The workforce is aging; the number of new labour market entrants is declining.***

Traditionally, employers acquired new, up-to-date skills by recruiting from a generous supply of young labour market entrants; however, by the year 2000, there will be a 25% drop in youth entering the work force and a 10% increase in the numbers of workers between the ages of 35 and 44. This will require extra effort to ensure that existing workers can acquire new skills.

People will have to train for as many as eight new jobs in a lifetime.

CHANGE 5. Employment in the Service Sector will continue to grow while the numbers of jobs in the Resource Sector will continue to diminish.

Employment in the service and trade sector has grown to over 70% of total Canadian employment.

Agriculture, mining, forestry and other primary industries account for less than 6% of employment (compared to 30% in 1946).

Single industry towns based on resource industries are particularly at risk. It is estimated that 811 such communities are at risk across Canada.

CHANGE 6. Organizational structures and work relationships are changing. New career and work paths are emerging that have the potential for negative impacts on women.

Computerization has profoundly altered the clerical and supervisory work process. Traditional career paths have been replaced by a "figure 8." In a figure 8 organization, the trend is towards a more polarized, segmented clerical work force with decreased upward mobility. Middle management is itself becoming more professional.

There is a trend towards jobless growth, that is, increased output without a commensurate increase in employment. There is a shift from full-time to part-time and temporary employment. Between 1975 and 1987, the proportion of involuntary part-time workers who would prefer full-time work rose from 10.8% to 26.2%. From 1981 to 1985 in Canada, 79,000 full-time jobs were lost and 45,000 part-time jobs were created.

There is a trend towards 'contracting out' which leads to organizational structures that are less hierarchical, featuring only core staff who hire specialists on a contract basis. Team work will predominate.

CHANGE 7. Industrial relations are becoming less adversarial.

There is increased understanding everywhere of the necessity for less adversarial, more cooperative relationships between labour and management, especially in planning and implementing technological change. The work of the Canadian Steel Trade and Employment Congress is an innovation in labour management cooperation and this kind of adjustment measure can be expected in the future.

CHANGE 8. Education and training for adults are being redefined.

A highly educated workforce is a primary resource for economic prosperity, and adult education and training are seen as essential strategies for achieving this end.

Government initiatives are intended to promote a training culture so that training becomes integral to the workplace and educational leaves are part of everyone's work/career paths. In addition, there is growing pressure for the responsibility for training to reside within industry rather than the public sector.

People require skills for lifelong learning. These include the basic skills of reading, writing, and numeracy; an understanding of their own learning processes and styles; knowing the difference between learning skills and acquiring new knowledge, and the appropriate strategies for these different kinds of learning; knowing the amounts of time and the procedures appropriate to accomplishing their learning needs.

CHANGE 9. Definitions of education for children are changing.

Reports emphasize that providing children with skills for lifelong learning should be the paramount goal of education. What these skills are and how to ensure that children acquire the capacity to exercise them throughout their lives are among the challenges faced by our school systems and parents.

LEARNING NEEDS

Work is central to every adult's life: it is the means by which we meet our needs for shelter, food, status and social connection. For this reason, changes in the workplace are creating numerous learning needs. The task of identifying and describing them has started with the serious consideration of the impacts of these changes on the lives of ordinary individuals.

Generally speaking, the person who will be able to gain and sustain satisfactory employment will be someone who is mobile, flexible, adaptable with well-developed (post-secondary) reading, writing and numeracy skills, and a solid ability to learn, innovate and problem-solve. An identification of specific learning needs emerges from this overriding fact.

Labour Market Change	Learning Needs
Change 1.	**Knowledge:**
Jobless growth is a continuing and accelerating phenomenon.	**The meaning of work in our lives; how it is defined in other cultures; other regions of the world.**
	Ways and means people's needs for shelter, food, social support, identity, and status might be provided for in a world without full employment.
	Alternative work forms; community work, cooperatives; the invisible economy; voluntary work.
	Alternative means of social support for those without full employment.
	Instruction:
	Our attitudes and values about work; the kinds of work that we value and reward, and the kinds that are not valued.

Change 2.

Job skill requirements have shifted upwards. Work is becoming increasingly sophisticated and many occupations which previously required manual skills now require more sophisticated mental abilities.

Knowledge:

The skills that are important and where to learn them; how people in other countries are doing it.

The training that is available; what works and what does not work; agencies, both public and private that are involved in training.

The costs of training; ways and means to finance that are implemented in Canada and abroad.

Change 3.

Changing conditions in global markets and heightened competition present new challenges for Canadian business.

Knowledge:

Awareness of existing and potential strategies, in Canada and internationally, for enterprise to become innovative and to perform successfully on world markets.

Instruction:

Instruction in foreign languages.

Instruction in the social systems, values and beliefs, and business cultures of our trading partners and competitors.

Instruction in the implications of the Free Trade Agreement (FTA) for various sectors of the Canadian economy.

Change 4.

The workforce is aging; the numbers of new labour market entrants is declining.

Knowledge:

Awareness of personal stories of successful work / carreer change in a wide variety of situations.

The dynamics of learning and change in the older person: how it is different from younger people.

Instruction:

How to choose new work; how to assess skills required; how to determine transferable skills.

How to determine areas of growth in the labour market.

Change 5.

Employment in the Service Sector will continue to grow while the numbers of jobs in the Resource Sector will continue to diminish.

Knowledge:

Knowledge and understanding of the dynamics of specific service industries.

The dynamics of community economic development as strategies for countering changes in resources towns; how it has worked in other towns in Canada and in other parts of the world.

Instruction:

Instruction in aspects of community economic development such as planning, recruiting, building relationships with a variety of sectors.

Instruction in all aspects of small business development and management in Canada.

Change 6. **Organizational structures and relationships are changing. New carreer and work paths are emerging that have the potential for negative impacts on women.**	**Knowledge:** Awareness of the dynamics of work places today that identify new work relationships, new career paths. Awareness of the difficulties experienced by people adapting to these changes as well as awareness of successful changes. The problems of part-time work, temporary work; managing it and doing it. The impact on women of new work paths; the changing nature of traditional momen's work and implications for the future.
Change 7. **Industrial relations are changing.**	**Knowledge:** Strategies of negotiating and implementing technological change both in Canada and abroad. Addressing fears relating to the implementation of technological change. How industrial change is being managed and mismanaged in Ontario, Canada, and internationally. The changing role of unions. Changing union/management relations. **Instruction:** Instruction in negotiating change across organizations and all sectors.

Change 8.

New definitions of education and training for adults.

Knowledge:

How the requirement for lifelong learning is being met in other countries.

The training industry in Canada and abroad: what is it and who does it serve?

Knowledge of the variety of ways to learn and strategies that people employ to learn.

Instruction:

Instruction in strategies for effective training and how it is applied in different settings.

Innovations in training design and practice, especially those that are of particular relevance to the Canadian experience.

Change 9.

New definitions of education for children.

Knowledge:

People need to know about the new challenges faced in education today; how they are and are not being met.

Awareness of skills for lifelong learning.

Stories of innovation in teaching practice that fosters lifelong learning skills.

Instruction:

Instruction in strategies for teaching and fostering learning skills for children.

TARGET GROUPS

A consideration of labour market changes and learning needs leads to the identification of the following target groups and the description of their particular needs: older workers; resource industry workers and communities; people and industries implementing 'new work' arrangements; women in the workforce; people competing in new global markets; educators and trainers of adults; consumers of education and training; and parents and teachers of children.

These groups have been chosen for two reasons: they are at high risk of dislocation and their needs would not normally be addressed by the private sector. More detailed analyses of several of these groups are contained in reports identified in appendices 1 to 4.

OLDER WORKERS

Who:

People over 45 who have been laid off from long-term jobs, usually in the manufacturing sector.

A monthly average of 60,000 workers over the age of 45 are unemployed in Ontario.

Why:

Statistics Canada reports demonstrate that this group of people fares very poorly in terms of finding new employment or engaging in retraining. By 1995, the proportion of older workers in the labour force will grow from 25% (1986) to 30%. They usually have a fairly low level of formal educational attainment and will have a high need for retraining. This problem of the older worker is recognized in all the Western countries and the needs of this group have recently been a focus of activity of the International Labour Office in Geneva. The challenges of displaced older workers are presented in Appendix 1.

RESOURCE INDUSTRY WORKERS AND COMMUNITIES

Who:

Employment in resource industries, including agriculture, is declining at a rapid rate. The number of jobs available will remain small; those jobs that are or will be available will require people who have a sophisticated knowledge of the applications of information technologies in their field.

In Ontario, there are in excess of 115 towns where the bulk of the residents earn their living from a single industry. This represents more than 500,000 people.

Why:

When a community loses its primary source of employment, a severe crisis occurs. The areas of particular risk in Ontario are the north (forestry and mines) and agricultural areas in eastern and southwestern Ontario. Community-based and generated economic development schemes are a strategy that many individuals see as a potential option. However, there is a need for education and training on all aspects of community-based economic development. Appendix 2 provides more detail on the challenges and the programs for community development in single industry towns.

PEOPLE IN NEW WORK ARRANGEMENTS AND INDUSTRIES IN TRANSITION

Who:

Human Resources professionals; managers and employees.

Why:

As information technologies transform the kinds of work that people do and the way it is managed, changes can be seen in organizational structures, management practices and career paths. Studies reiterate that participative non-hierarchical work arrangements are the most successful for accommodating rapid change. These structures and styles are new and most people have no precedents or models to go by. There needs to be discussion of the issues and problems in these changes; examination of what is working in some organizations and what is not. Issues of alternative work arrangements such as part-time/full-time; contract work; the barter economy or invisible economy; 'flat' organizations; work teams: all are alternatives that need to be explored so that people have enough information to be able to innovate in ways appropriate to their situations.

WOMEN IN THE WORKFORCE

Who:

Working women; young girls and women in schools; human resource professionals and managers; and small business owners.

There are two million women in the Ontario labour force which represents 42% of the labour force. The greatest increase in labour force participation has been by women between the ages of 25-44.

Why:

Studies demonstrate that women participate in the labour force for the same reasons that men do: economic necessity. The participation rate of women has increased steadily from 36% in 1966 to 56% in 1982. The expanding service sector and particularly clerical office work has absorbed much of this increased participation. However, this sector has also undergone major transformation because of new technologies. Full-time clerical work is now an area of jobless growth. The number of women employed in clerical jobs fell from 36.1% to 31.1% between 1975 and 1987. Between 1981 and 1986, the number of typists and clerk-typists fell at an 11.7% annual rate. Office work is becoming more professional and existing professional work more demanding, with the necessity of doing more sophisticated research, analysis, and decision-making using automated information systems.

Reports circulated by the Ontario Ministry of Skills Development, the Ontario Women's Directorate, and the Canadian Chamber of Commerce to name just three, all reiterate the need for special measures such as training and occupational bridging to ensure women have access to jobs of increased responsibility and opportunity.

In addition, those industries which have traditionally employed large numbers of women, the textile and garment industries, will be radically restructured due to international competition, and it is expected that there will be many displaced workers from these industries who require retraining. Appendix 3 focuses on women in the labour force.

PEOPLE COMPETING IN NEW GLOBAL MARKETS

Who:

Entrepreneurs, small business, employees, and employers in all sectors of the economy.

One of the recommendations of the Premier's Council is to improve the entrepreneurial climate for export-oriented business in Ontario. There are 304,000 small businesses in Ontario and 82% of all new jobs in Ontario come from small business. Nearly a quarter of these businesses are owned by women and 40% of new businesses are started by people under the age of 30.

Why:

New developments in the global economy (the Canada-US Free Trade Agreement, the Uruguay round of GATT talks, the EEC of 1992) are creating new challenges for Canadian businesses. In today's world of heightened competition, success demands adaptation at all levels. The key words here are: speed, efficiency, increased productivity, greater product quality, and new forms of work organizations. Canadian business must adopt new flexible production systems conducive to creating technology-intensive comparative advantages in world competition for Canadian products. These new lines of products must be easily adaptable to rapidly changing and differentiated market demand. Canadian business faces tough competitors in world markets (Japan, Germany, U.S., South Korea, Brazil, etc.). Knowledge of world markets, of strategies to produce and market innovative and competitive products, awareness of new technologies, and new forms of work organizations are all required if Canadian business is to perform successfully as well as maintain and expand its world market share.

EDUCATORS AND TRAINERS OF ADULTS

Who:

People responsible for the design, development, and implementation of work-related adult education and training programs. The number of people working in this field has expanded greatly in the last five years and this will accelerate in the years ahead with increased demand. This demand reflects the projection by the Ontario Ministry of Skills and Development that people will train for eight job changes in a lifetime.

While many adult teachers and trainers work for our school boards, community colleges and universities, many are operating in the private sector either in private vocational schools or in small businesses offering educational consulting services. It is estimated that there are not less than 30,000 people working in this field in Ontario.

Unlike teachers of children, these professionals are not organized through a single organization such as the Ontario Teacher's Federation. Instead, they are represented through a variety of more narrowly defined groups. The two largest organizations in Ontario are the Ontario Society for Training and Development and the National Society for Performance and Instruction; however, there are many other professional groups organized around specific aspects of training and adult education.

Why:

As the demand for work-based training is escalating, there is a need for professional education for practitioners. Such programs include: instructional design in adult education; the learning process and individual learning styles; factors in motivation for learning; the appropriate use of instructional techniques; factors in successful training transfer.

CONSUMERS OF ADULT EDUCATION AND TRAINING

Who:

There were 4.7 million people working in Ontario in 1982. A 1985study by Employment and Immigration Canada showed that 11.6% of the 17 to 65 year old population in Ontario were engaged in full or part-time training. Between the ages of 25 and 34, 16% were engaged in training. A recent survey conducted by the Ontario Institute for Studies in Education shows that 24% of Ontario adults had taken some form of adult education in 1988.

Why:

There is very little public understanding of what such concepts as *lifelong learning* and a *training culture* actually mean. Usually our understanding of education stems from our childhood experience of schooling but the actual reality of adult education is quite different. This creates problems for people needing to include training in their lives. Educational programming in this area could expand understanding and create more informed adult learners. Awareness broadcast of success stories in training would be valuable as would programs that provide information and direction on such subjects as how to find out about training programs; financing training; the essential factors in good training to match individual learning styles and work needs.

PARENTS AND EDUCATORS OF CHILDREN

Who:

Parents and teachers of children.

Why:

Our primary and secondary schools are being asked to undergo great changes to provide children with the knowledge, skills and abilities that will enable them to function effectively in a society that requires lifelong learning. Teachers need resources for their professional development as do parents.

POTENTIAL RESPONSES FOR EDUCATIONAL BROADCAST

Learning is an invisible, internal process whereby people change. They change because they have acquired new knowledge, skills, values which alter the way they think, act or feel.

Educational broadcast is an instrument of education, as are books, films, plays, libraries, museums, and art , galleries. It can provoke, enhance and enrich learning in our formal educational systems and it can be designed to assist people learning in their own space and time.

There are three kinds of educational initiatives that TVOntario could undertake in response to the identified learning needs. The suitability of these initiatives is based on a careful reconsideration of the two bases of our existence: broadcast television and educational communications.

The first kind of initiative concerns public awareness; the second concerns instruction; and the third is activity that will put us in the role of an agent of social support and social action.

None of these activities alone involves a departure from established practice. What is new is the conceptualization of them as aspects of an integrated, mutidimensional response to a major area of social need. It is hoped that by conceiving our response in this way there will be a framework to guide the development of responses extending over several years. The value of this integrated strategy is that specific aspects will build on and complement each other enhancing the educational effectiveness of each.

As a public television network, our mandate gives us a challenge that is totally different from the commercial broadcasters. While commercial broadcasters must use programming as a means to attract consumers, our mandate challenges us to target specialized audiences and to strive for high quality programming that provides meaningful learning experiences.

We have the opportunity of facilitating the learning process at several points in that process. The learning process includes four phases: the first involves the learners' experience with new information; the second involves the learners in a reflection and consideration of this information in the light of what they already know; in the third phase, the learners come to their own conception of what this new information means to the way they think, act, feel, or behave and the kinds of changes that will ensue; and the fourth involves the active implementation of the changes. The activities of education, such as reading, watching, discussing, writing, reflecting, remembering, and practicing all help to move the learner through the phases.

While educational programming can be instrumental in helping the learners at all points of these four phases, its application is more appropriate at some points than at others. Also, it must be designed carefully in order to achieve its maximum potential. Research shows that television is particularly effective and valuable in the first phase of learning, that is in transmitting new information and experiences to people. If the information is presented in ways that cause people to reflect and reconsider this new information in the light of their own understandings, broadcast can be catalytic in fostering the second phase of learning as well. In the third phase, the learner needs to practice and engage in activities where feedback and support are required. This is especially true when new skills are being learned whether they be reading or writing, sewing or swimming. As television is a one-way medium, it is only through carefully designed intervention strategies that any feedback can be provided to the learner at all. In the fourth phase of learning, the transfer of learning to one's own life to implement changes, television can play a role in providing examples of how other people have done it.

EDUCATIONAL BROADCAST FOR AWARENESS

What:

Programming that examines the current realities of change in a way that explores opportunities and alternatives. This programming could include:

- Documentaries on the implications of social and economic changes; for example, the decline in employment in agriculture.
- Arts programming, such as plays and films on the theme of personal and involuntary change.
- Case studies of successful innovation in the face of involuntary change by individuals, business, and towns.
- Studio discussion on specific issues such as the challenges of increasing access to adult education and training or the problems faced by older workers.

Goal and Challenge:

Change is hard, involuntary change is harder, and change involving something as vital as employment is the hardest of all. Furthermore, fear is the greatest impediment to learning. In order to face the challenges of change, people need to have a sense of their own abilities to negotiate it; they also need hope to sustain their efforts throughout difficulties. For these reasons, the ultimate goal of all awareness programming should be to allow for exploration and discovery of options and alternatives in a manner that allows people hope.

Why:

TVOntario has the opportunity here to live up to its mandate of being 'distinctively different'. Commercial broadcast is full of programming (the evening news being a prime example) which leaves the audience fearful and hopeless. So while commercial broadcast would focus on the drama and the immediacy of plant closings and the numbers of jobs lost, we have the opportunity to look far beyond that by broadcasting programming that examines ways and means individuals, communities and our social institutions could mediate to help people help themselves. We can provide stories of people in similar situations, both at home and abroad and promote discussion and dialogue on the variety of alternatives.

This kind of awareness programming would help the learners at the first and second stages of their learning; that is, new information would be provided, and reflection and consideration of this new information in the light of what they already know would be facilitated. On-air contextualization that reiterates the overall goal of this programming as well as the addition of optional print materials would, of course, promote learning as well.

Audience:

The audience for awareness programming is very broad and is especially appropriate for the development of bilingual programming. It could also include children and youth.

The kinds of subjects appropriate for this aspect of the initiative are identified under the heading 'Knowledge' in the section on Learning Needs.

Appropriate scheduling for this kind of programming would be prime time, and in some cases, family viewing time as well.

INSTRUCTION

What:

Instructional programming which provides specific direction in how to do certain tasks or activities that relate to work-based learning needs. It is different from awareness programming because it does not raise and explore issues so much as answer questions in concrete and specific ways. It includes the 'academy' type of programming.

Goal and Challenge:

The goal of this instructional programming should be to provide specific instruction that will lead to the development of skills and abilities related to work and earning one's living.

The design of instructional programming is a particular challenge. Often what makes for good instructional video is boringly slow, repetitious television. This may have implications for decisions on non-broadcast distribution of programs and for scheduling as well.

Good instructional programming requires that the target audience be well defined in advance so that all materials and information match the learners' needs and understanding. It is better to develop materials for a small specific audience that has been well researched in advance than to try to meet the needs of a huge, amorphous one. Program designers must develop learning objectives tailored to the target groups and these objectives must inform the presentation of all information. Sequencing and pacing are vital to enhancing the learners' progress and this must be understood by the developers. Extensive needs assessment and formative evaluation have a particularly important function in the development of this kind of programming.

The limitation of television in instruction is that as a one-way medium, television cannot provide the learner with ongoing opportunity for the feedback required. We have designed and used successfully a variety of devices to provide feedback, but generally feedback is best provided when learners are together in groups or with a teacher. Therefore, instructional programming for this initiative should be conceived as learning resources that will be supported elsewhere in classrooms or in other learning centres.

If instructional programming is developed as learning resources for use by groups of learners it is essential to maintain close links with users of these materials so that cooperative efforts of development and utilization will occur. In addition to the colleges and universities, close links are essential with such institutions of distance education as Contact North, the Independent Learning Centre and the Ontario Training Corporation.

The kinds of subjects that would be suitable for this initiative have been identified under 'Instruction' in the section on Learning Needs. Decisions on appropriate subjects should be made in close consultation with user institutions such as those named above.

Why :

The development and distribution of television-based learning systems can greatly expand access to learning and upgrading to people who might not be reached in any other way. Also, visual resources are a valuable tool to speed and facilitate learning.

Audience:

Instructional programming can be designed for narrowcast; that is, to meet the highly specialized needs of targeted groups. The option of non-broadcast distribution of some instructional materials should be considered as part of our instructional role. This would be especially appropriate for special learning needs unique to highly targeted groups of people. Broadcast television could be used to promote the utilization and distribution of the programs.

The schedule appropriate to the broadcast of this kind of programming should include day time hours as well as early morning and late at night.

SOCIAL ACTION AND SOCIAL SUPPORT

What:

This role includes broadcast and non-broadcast activities. The broadcast activity presents information on an issue or problem of acute interest to a specific audience; for example the dislocated older worker. The non-broadcast activity links the viewer with information on or connection with community-based programs and services that will provide further help or support. This kind of role would involve TVOntario in establishing new linkages with new communities of people.

The precedent for this kind of role has already been established most recently by the initiative of *Speaking Out* in May 1988 on the subject of incest. The broadcast of a documentary was followed by in-studio discussion and was supplemented by a telephone service that linked viewers in need of help and support to programs and services in their communities.

Also, the AIDS project of Educational Services is a precedent for this kind of role as well. In this project, TVOntario applied its resources and expertise to develop video and community outreach via workshops to facilitate wide-ranging public education on a pressing social issue.

In addition, the FORUM idea as conceptualized by Ignacy Waniewicz in 1983 could be applied to accomplish this role. FORUM was conceived as a strategy to allow learners in different parts of the province to link up and form learning groups on a specific topic. The focus for the learning activity was derived from one program series or a variety of programs conceived on the same theme. Planning and Development Research was responsible for the development of two prototypes of FORUM, the first on the theme of Creativity, and the second on the program series, Television. Reports of these two Forums are available.

Social Action and Social Support is a role that broadcasters in the United Kingdom have been engaged in for a number of years. The catalyst for this kind of activity was the national literacy initiative in 1978, spearheaded by the BBC broadcast of *On the Move*, but it has been expanded and developed considerably since then. The broadcasters are broadcasters are able to assume this role with the service of the Broadcast Support Services, an independent agency which works under contract to the broadcaster. Earlier this year its director, Keith Smith visited our offices and has provided much information.

Also, the BBC broadcasts two programs, *Advice Shop* and *Bazaar,* which are intended to provide ongoing advice and support to disadvantaged people. These two programs are targeted to the elderly on fixed incomes, the unemployed, and those in need of social assistance.

In the United States, the PBS/ABC initiative on literacy called Project Plus involves the utilization of the resources of television to inform and then link viewers for action, self-help, and support in individual communities.

Goal and Challenge:

The goal of this role would be to utilize our capacity to serve as an agent of community development and action. It has the potential to tie us more closely to the various communities of interests and needs in the province. In this role, we would provide not only information that would heighten awareness but we could facilitate linkages for different groups of people tackling the same problems but in disparate areas.

Why:

Labour market changes are creating similar issues and problems for people throughout the province. There is no one solution to any of them, but there is a need for concerted attention and effort on the part of many to address them. This kind of initiative would enhance the educational effectiveness of individual programs by facilitating the fourth phase of the learning process by linking people in trying to effect changes in their own lives.

Audience:

New audiences drawn from people identified as particularly at risk in the labour market changes. These groups have been identified as unique target groups with particular concerns and needs in relation to the changes (see section on Target Groups).

The challenge would be to choose specific target groups who are facing unique and particular problems. One example might be dislocated workers who wish to retrain but do not know how or where to start. As we are a public agency, groups should be chosen whose needs would not be met by the private sector.

RECOMMENDATIONS FOR ACTION

1. **TVOntario establish a Labour Market Transition Initiative as a priority for the next five years to be addressed by both networks and all programming sectors.**

Rationale:

There is acute awareness in Ontario, Canada, and internationally of the challenges facing all western societies because of changing economic structures. The problems of transition have been extensively identified and discussed in many research documents and the media are publishing daily accounts of the negative impacts of these changes such as plant closings, mergers, and high unemployment among some groups of people.

While there is much public discussion of the problems, there is little understanding of the strategies proposed as solutions. Strategies such as retraining, lifelong learning, the establishment of a training culture, innovation and creativity are continuously cited as requiring immediate action. Yet, there are very few people who really have a concrete sense of what these strategies actually mean and there is very little opportunity for public exploration, dialogue and discussion that would enable individuals, groups, communities, and our public institutions to enhance their understandings.

We have the opportunity to use our resources to to put 'flesh on the bones' of many of the strategies that are proposed as solutions. Programs could explore such questions as how our lives would be different or the same if we all participated in a training culture; how it would be structured and financed and what impact this would have on our organizations and individual career paths. We could explore what innovation and creativity mean in the workplace, how they are occurring now, and what the impacts are on work structures and individual work patterns. Also, we could explore how people learn to be innovative and how innovative thinking can be translated into action.

These kinds of programs, by expanding understanding of new concepts and solutions, would allow individuals and communities to engage in the challenging task of charting new directions. Also, the application of services to link people in dialogue and discussion on ways and means to begin moving in new directions has the capacity to facilitate required changes.

Finally, it should be noted that because of the immediacy of this topic both here and abroad, any programming we might produce in English, French, or both would have good potential for funding, international marketing, and for co-production.

2. **Develop objectives, within this initiative, for reaching new target audiences and new links with a variety of new agencies and institutions in addition to our traditional ones.**

Rationale:

New Audiences

The target groups identified in this report represent those groups most in need of educational initiatives and those whose concerns will not be addressed by the private sector. However, such audiences as workers with low educational attainment or women striving for equality of access and participation in the workplace, to name just two, are not traditional to our organization.

These target groups might be new and perhaps harder to reach. Nevertheless, as a public institution we must continually strive to extend ourselves so that we can address the learning needs of the greatest variety. Also, government studies show that it is the disadvantaged in terms of education and low job status and gender who are least likely to receive employer-sponsored training.

If we choose to target business interests, we should target the needs of small Canadian business that cannot afford expensive training systems. The reason for this concerns the competition of the business training products industry.

New Links

Distance education and open learning are now widely understood as vital strategies in expanding access to adult education and retraining as well as study for accreditation.

This initiative should include activity that will renew and expand our already established links with credit-granting institutions. The goal of these linkages should be to pursue opportunities for either co-development or co-distribution of materials related to work-based learning needs. These institutions are:

- Ontario's 22 Colleges of Applied Arts and Technology.
- The Independent Learning Centre, the distance learning centre of the Ministry of Education which provides primary and secondary credit courses and adult basic education courses. Currently there are 125,000 students enrolled.
- Contact North, the northern distance learning network supported by the Ministry of Colleges and Universities and administered jointly by four northern colleges and universities. The network includes 43 community access sites for learning where secondary and post-secondary credit courses are offered.

Links with new organizations involved in work-related training should be developed to ensure information exchange between ourselves and the community of people involved. Such links could lead to joint initiatives in development, promotion, utilization, or linkages for social support.

Agencies of interest are:

- The Ontario Training Corporation funded by the Ministry of Skills Development, to address the needs for work-based training resources. A link with this organization would allow opportunities for collaborative or mutually-supportive initiatives.
- Professional associations of trainers and adult educators.
- Unions and other groups established to address specific work learning needs.

3. **Design and support this initiative as an integrated, three-pronged service including awareness broadcast, instructional narrowcast, and programming and linking services to strengthen our role as an agency of social action and social support.**

Rationale:

The establishment of an integrated, three-pronged framework for our activity in this area would accomplish the following:

a) Enhance the educational effectiveness of each aspect of the initiative. For example, an awareness broadcast on the subject of a northern Ontario town's efforts to change its economic base could be considerably enhanced by instructional programming on aspects of community economic development in resource-based towns. In addition, a single town-hall type of program could link disparate communities to share experiences and concerns, or a telephone linking service could be provided to link viewers to appropriate sources of help and support.

b) Enhance cost-effectiveness of publicity. Campaigns could be mounted around this theme that would include the variety of programs and services.

c) Enhance the effectiveness of TVOntario's revenue development activity by enabling the development of unified strategies to raise funds. Funders could be offered several programs and services on a single theme for their consideration.

4. **Begin this initiative immediately by planning for programming on aspects of this topic in 1989-90.**

Rationale:

The current climate in Ontario is one of concern and anxiety about economic changes. The media are publishing accounts daily of mergers, plant closings, and dislocated workers. In addition, both our provincial and federal politicians are emphasizing the need for new directions in all aspects of education and training. Any programming we could produce at this time would be well received. Also, such programming could demonstrate to our funders that we are serious in our intention to develop innovative responses to learning needs.

5. **Implement a development process to ensure the transfer of extensive TVOntario research information to those involved in programming and services.**

Rationale:

Planning and Development Research has established an extensive resource base that includes not only research reports, but also working relationships with a wide range of people and organizations related to this issue. This knowledge and information includes expertise in adult learning and instructional design. The challenge is to transfer relevant aspects of this to speed and enhance the development efforts of programming and services.

6. **A Coordinator of the Labour Market Transition Initiative be appointed as soon as possible to direct the diverse activities across all sectors.**

Rationale:

As response to the changes in the labour market can become part of the mandate of all sections of programming, a coordinator could enhance the cooperative and supportive development of multiple responses. The programming that TVOntario has already or is currently producing would be integrated into specific proposals for a substantial initiative in labour market program development.

APPENDIX 1

DISPLACED OLDER WORKERS

Prepared by

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October 1988

DISPLACED OLDER WORKERS

THE PROBLEM: WHO AND WHY

Displaced older workers, considered to be those over 45 years of age, fare poorly; many leave the labour force and those who find new jobs take an average of six months to find them and are likely to earn less. Most important, only a minority have an opportunity to retrain. There are, in addition, serious social and family problems created as a result of workers' frustration, loss of self-esteem, and depression.

In spite of this, older workers are not a vocal group, nor do they have a champion. Many blame themselves for their misfortune and tend to accept prevailing social myths about their untrainability and bleak future.

A Statistics Canada study highlights the following facts about this group of people.

- During the years 1981 to 1984, almost half a million long-term workers lost their jobs as a result of plant closures and relocations, workload and shift reductions, and failures of businesses of the self-employed. By 1986, about 63% of these displaced workers had new jobs. However, 17% had left the labour force and 20% were unemployed, some of whom had not worked since 1981.

- Those who were re-employed had spent on average half a year looking for work and generally earned less than at their old jobs. Men were more likely than women to be laid off and industries such as construction and manufacturing were the hardest hit. Education tended to reduce the risk of job loss. Displacement was higher in blue collar occupations than in managerial/professional or white collar jobs.

- Only a minority of workers, 70,000 (or 15%) undertook some form of re-training. Almost 22% of displaced workers under age 25 enrolled in a retraining program but at age 55 and over the participation rate was 5%. Higher levels of education predisposed displaced workers to retrain.

- Those who moved to find employment were primarily under 35 years of age (19% of displaced workers). The percentage of movers dropped to 10% for those aged 45-54 and 7% for those 55 and over.

- By January 1986, about 80,000 displaced workers or 17% of the total of 469,000 had left the labour force. Forty-four percent of displaced workers over age 54 left the labour force. In January 1986, 94,000 displaced workers were unemployed. Groups markedly overrepresented in this long-term unemployed group were those over age 45, those with only an elementary school education, former service workers, and Quebec residents.

- Displaced workers who found new jobs averaged 28 weeks of job search. Those 55 years and over averaged 34 weeks. Workers with the least education had the longest job searches. The majority of re-employed workers changed either industry or occupation with the service industries posting the largest gain of displaced workers.

- Fifty-six percent of re-employed workers reported a drop in pay. The average loss was $152 a week. Frequency of pay loss was higher among those over 45 years of age, more than 60% of people compared with 53% for those under 44.

Other recent studies are as follows:

- Mary Trueman, *Further Training of Older Workers and Retired Individuals in Canada*, June, 1988. A report prepared for the International Labour Office, Geneva. (This Office is currently conducting a multi-nation study under Mr. Peter Plett on training needs of displaced older workers).

- Economic Council of Canada, *Managing Adjustment Policies for Trade Sensitive Industries*, June 1988. (This report was instrumental in leading to the new Labor Canada Program on Older Worker Adjustment, (POWA)

- Armine Yalnizyan, *Missing the Mark: Government Spending on Income Support and Training in Toronto,* April 1988. A report prepared for the Social Planning Council of Metropolitan Toronto. (This report concludes that there is no coherent delivery mechanism for labour market adjustment policies and practices undertaken by governments and no consistency in approach).

- *Human Rights and Aging in Canada,* Second Report of the House of Commons Standing Committee on Human Rights, August 1988. (This report expresses concern that there is an age-based erosion of human rights and that workers in the 45-64 age group are experiencing various types of discrimination in regard to access to job training.)

The following problems are identified and described in these studies:

- Ageist attitudes on the part of placement officers, employers, the general public, and older people themselves. These attitudes are barriers to the implementation of effective programs to address the needs of this group.

- An absence of retraining programs for already displaced older workers looking for work. As those most at risk are those who have the lowest levels of educational attainment, there is a shortage of basic skills upgrading targetted to this group.

- Lack of understanding of the kinds of education and training programs that would effectively address this group's needs. Older workers need programs that are accessible, flexible, and respectful of the skills and abilities that this group brings to any training event.

EXISTING PROGRAMS FOR THE DISPLACED OLDER WORKER

GOVERNMENT: FEDERAL

Employment and Immigration Canada: Under the Canadian Jobs Strategy program (CJS), older workers are not a designated target group for training and are eligible for only limited special funding. Under CJS eligibility requirements, they (as others) are not eligible for training until they have been unemployed for six months. They are also not eligible for basic skills upgrading (numeracy and literacy) while they receive unemployment insurance, and many require this as a preliminary to actual skills training. Thus CJS regulations often prevent older workers from having enough income support to retrain.

Labour Canada: In October 1988, the Minister of Labour announced plans for implementation of the Program for Older Worker Adjustment (POWA) to provide assistance to workers age 55-64 who have worked for 15 of the last 20 years and who are involved in major permanent layoffs. The federal government intends to work with the provinces in cost-sharing to focus on those permanent layoffs that would lead to real hardships for older workers. The sum of $ 125 million was committed to POWA to the end of 1991 for workers who have no prospects for re-employment. Clearly, this is a bottom-end income assistance program when the government feels there is no possibility that training will lead to job opportunities. Layoffs that have occurred since January 1988 are eligible for consideration. There has been some criticism that this is a negativistic program, that the support dollars are low, and that federal training programs will now not be made more accessible for this age group. To date, seven provinces have begun to participate in POWA. Ontario, Alberta, and British Columbia have not done so. POWA will provide financial assistance between social assistance and UI levels to age 65.

GOVERNMENT: PROVINCE OF ONTARIO

Ministry of Skills Development: This ministry estimates that almost 26,000 older workers are laid off annually in Ontario. It also states that by the year 2000 workers over 45 will make up one-third of Ontario's labour force. The Transitions program of MSD is for laid off workers over 45 years of age. They can apply for training vouchers or credits for training up to the value of $5,000 over two years for training with new employers, private trainers or in private educational institutions. The budget for 1988/1989 is $14 million with a target population of 6,500 participants. To date Transitions has not been successful in terms of numbers served, as target numbers are not being reached. In an address to the Conference Board of Canada, October 21, 1988, the Minister of Skills Development outlines forthcoming government policies for developing a comprehensive labour market policy for a workforce training system. These will include more on-the-job training by employers and the provision by government of more opportunities for adults to acquire continuing, off-the-job training.

NON-GOVERNMENT AGENCIES

Unions: Unions have not engaged in much collective bargaining on job displacement resulting from technological change. In the case of plant closures, unions have tried to get bumping rights to other plants under the same corporate ownership but they maintain older workers do not want to move to get another job. Some unions have negotiated early retirement rights and benefits for older workers.

The Labour Council of Metropolitan Toronto, which represents 180,000 union members in over 400 locals of industrial and public sector unions, is currently operating the Education and Skills Training Centre in Toronto. The Council cooperates with the provincial Ministry of Labour, Employment and Immigration Canada (EIC) employment centres, and George Brown College to offer free training to dislocated workers, utilizing funding from the Innovations program of EIC. Over 40% of its clients are age 45 and over. Twenty-one programs have been offered since January, 1988. These include ESL, numeracy and literacy upgrading, problem solving, vocational planning, job search skills, interview skills and follow up programs. Courses are offered at the Centre or in union halls.

Community Groups: A number of training projects for older workers have been initiated by voluntary organizations that have applied for and received funds from the Innovations or Outreach programs of EIC. It is difficult to get assessments of whether such programs are meeting their goals since funding often does not provide for evaluation. Some of these projects include the following:

Hamilton Help Centre, Hamilton: Founded by a citizen action group to test the concept of a flexible wage subsidy for older workers and to assist employers in drawing up training plans. This project's funding has now run out.

YMCA of Metro Toronto: While the YMCA has offered counselling for job training for some time, this project (funded for 1987-1988) had as its goals helping workers over 55 develop realistic employment objectives and working with employers to promote awareness of older workers needs.

Chamber of Commerce, Barrie: Funded for 1988-89 to provide specialized employment counselling and job placement for older workers and job-ready disabled workers.

Rockway Gardens Senior Citizen Centre, Kitchener: similar to above.

Senior Employment Bureau, Ottawa: similar to above but including workers 65 and over.

APPENDIX 2

SINGLE INDUSTRY TOWNS, COMMUNITY ECONOMIC DEVELOPMENT AND POTENTIAL ROLES FOR ADULT EDUCATION

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INTRODUCTION

Employment in resource industries including agriculture is declining at a rapid rate. The number of jobs available will remain small; those jobs that are available will require people who have a sophisticated knowledge of information technologies in their field. When a community loses its primary source of employment, a severe crisis occurs. This paper identifies the challenges faced by single industry towns and identifies and defines community economic development as a survival response undertaken by many. It also identifies the kind of education and training that is needed.

1. SINGLE INDUSTRY TOWNS

The Numbers

The single industry town is a very recognizable part of the Canadian landscape. Although the information presented on single-resource communities in figures 1 and 2 dates from 1971 and 1976 (the latest available), the current situation remains serious. According to the Canadian Association of Single Industry Towns, there were 1500 one-industry resource communities in Canada in 1987. Most Canadians, during their travels, have either lived in or visited one of the hundreds of communities which have been built as a result of the establishment of a mine, sawmill, rail line, flour, or food processing mill. Most resource dependent communities are small, with a young population of hard working families.

Although the dream of every single industry town is to grow and to develop into a community which can provide its citizens with steady employment and a secure future, most are unsuccessful. The "boom and bust" cycles experienced by single industry communities have become very predictable. Even the few communities which have been able to expand into small cities with somewhat diversified economies still struggle to survive.

Locations

In Ontario, the majority are located in the forests north of the urban areas bordering Lake Ontario and Erie. Sault Ste. Marie, with its steel company, Thunder Bay with its port, and Sudbury with nickel mines continue to experience the problems experienced by the small single industry town.

Single industry communities are also found in smaller numbers in some of the agricultural areas in the south. A number of rural communities in eastern Ontario and southwestern Ontario are dependent on local agricultural activities which are vulnerable to shifts in the market and external competition. Communities involved in raising cattle, dairy products, or crops like tobacco, for instance, are experiencing very serious economic problems.

Challenges

The problems experienced by single industry communities and how to effectively respond to them have become a very important concern of government at federal, provincial, and municipal levels. Canadian governments, like those of their counterparts in other industrial countries, have realized that some form of intervention is necessary. When a community closes down or suffers from the loss of its primary source of employment, governments need to assist community residents to find effective solutions. It is no longer possible for the company closing the mine or mill to provide work for the redundant employees in another nearby mine/mill operated by the company, nor is it realistic to expect that the workers and their families will move to another community which is just opening up. Unlike in the past, new resource communities are not being developed in large numbers and those that are require fewer and fewer workers. For most people, the only option is to stay and hope that new jobs can be created, or to move to large urban centres in search of relatively low-paying service jobs.

There is no single solution to the economic problems of single industry towns. In some situations, like Uranium City, Saskatchewan, an isolated fly-in community in the far northern region of the province, no economic alternatives were available when the uranium mines closed. In many communities, however, there is a belief that communities can be mobilized to rebuild their damaged economy and although they may not be able to return to the prosperity of earlier times, good jobs and a secure future can be developed.

2. COMMUNITY ECONOMIC DEVELOPMENT

Definition

Community economic development (CED) has been adopted by many single industry communities as the most appropriate strategy for rebuilding the local community. Port Alberni, British Columbia, Melfort, Saskatchewan, and Paradise, Newfoundland, along with Kirkland Lake, Atikokan, and Huron County in Ontario are a few of the communities which have developed community economic development programs for their area. These communities, like their counterparts in Australia, the United States, Sweden, Finland, and Scotland, have decided that the best way to resolve their problems is to work together. As communities, they have embarked on a process where the residents (a) discuss their common problems; (b) learn what opportunities are available; (c) organize themselves so they can take advantage of these opportunities; and (d) develop a program for community development which provides employment for local residents.

History

The Original Goals

The coming together of communities to resolve common problems is neither recent nor unique to single industry towns. Community "cooperation" has been a part of the development of Canadian communities for more that 100 years. The early cooperatives in Quebec, Nova Scotia, and later in the Prairies are the historical roots of community economic development in Canada. During the 1960's and 70's, new forms of cooperation were established as a result of the U.S. War on Poverty and the parallel initiative in Canada. Today community economic development continues to operate along many of the same philosophic principles of the original cooperatives including:

(a) community control over the development process;
(b) the establishment of democratic community organizations;
(c) maximizing the use of community resources;
(d) the long-term goal of self-sufficiency.

Current Goals

Established CED groups have also developed several new operating principles which reflect current attitudes and concerns. For instance, CED groups attempt to develop integrated strategies which respond to social as well as economic aspects of the community's problems. CED groups are also very aware of the need to develop economic initiatives which will not harm the local environment and which conserve resources.

Community economic development has also become more complex than the early cooperative ventures. CED today consists of a range of optional strategies. The community cooperative has been joined by several other types of "cooperative" organizations including the community business, community planning associations, community enterprises (business) centres, and community development corporations. These organizations share the common goal of using community resources in combination with government and sometimes private sector support to create new employment opportunities for local residents. They are also organized as community-based, non-profit corporations, managed by a group of volunteer residents. Further, although they are supported by local and senior levels of government, they are autonomous groups not affiliated with any particular party and their members represent a broad cross-section of the community.

CED organizations use a variety of strategies. Today, assisting potential local entrepreneurs, providing financial assistance and technical advice to local businesses, and occupational training programs are probably the most popular types of programs. Each of these strategies has had some success. However, their full impact is not known at this time. CED is still a relatively new idea and very few evaluation studies have been conducted. Further, most of the available evaluation is limited to descriptive and anecdotal case studies.

3. COMMUNITY ECONOMIC DEVELOPMENT IN ONTARIO'S SINGLE INDUSTRY TOWNS

Historical Review

Single industry communities are characterized by local economies which are dependent on one or two dominant business activities. Usually, these activities involve the extraction of natural resources, the production of agricultural products, and less frequently, the processing of these materials. This lack of economic diversity leaves the community very vulnerable to the limitations of the market system. For instance, resource dependent communities are particularly affected by:

(a) the market system's lack of capacity in communities which are isolated or have adverse climates;
(b) the market system's limited capacity to adapt to some cultures (e.g., native culture);
(c) the market system's requirements for increasing rates of return on investments;
(d) the market system's inability to recognize all business opportunities.

Historically, CED projects in single communities have been started when a community experiences a "crisis." The closure of the mill in Temiskaming, the decline of mining in Kirkland Lake, the construction of a new highway which by-passed Earlton, or discrimination against a native community are illustrative examples from northern Ontario. In the southern half of the province, the loss of traditional agriculture markets have had a serious impact on areas like Grey-Bruce and Huron Counties and many of the small towns in eastern Ontario.

These communities and others have responded to their "economic crisis" by forming community organizations and developing plans for rebuilding the community's economy. Most often, this process has occurred quite spontaneously and the community has not initially had a clear sense of what it was going to do or where the resources needed were going to come from. Services à la Jeunesse de Hearst, an employment cooperative, addressed the need for summer employment. In many single industry communities, this ad hoc approach has been followed by government programs which provide the communities with operational guidelines and the resources they need to operate a CED program.

Roles of Governments

CED organizations are usually started when all else fails. Canadian governments have sponsored a wide range of development programs during the past 25 years which have had very little success in improving the situation in resource dependent communities. Although the reasons for this failure are many and complex, many experts believe the lack of community participation and control has been a major problem. As a result, both the provincial and federal governments are increasingly interested in organizations which have been given the responsibility to implement programs which respond to local needs.

The federal government has been particularly active in supporting CED initiatives in single industry communities. After more than 15 years of experience and experimentation, Employment and Immigration Canada has developed a comprehensive and flexible approach to CED. The Community Future Program enables a community to establish a community development corporation which can initiate and manage several services including: (a) financial assistance to new small businesses; (b) financial assistance for residents who are unemployed and wish to become self-employed; (c) occupational training; (d) research and planning and (e) business counselling.

More recently, the provincial Ministry of Community and Social Services is sponsoring two programs in North Bay and Thunder Bay which assist people on social assistance with training in starting and managing a small business. The Ministry of Northern Development is also very active by providing funding through specific programs like Northern Community Economic Development Program. Under this program, funding is made available to help communities become organized around economic development. They involve themselves in many one-time initiatives like in the town of Ear Falls. Native CED organizations have also been established using funds from Native Economic Development Program, the Department of Indian Affairs, and in one community, funding from the Calmeadow Group in Toronto.

Government funding has become a major aspect of CED in single industry communities. This type of response is consistent with the interventionist position Canadian governments have always adopted since it has become apparent that the actions of private enterprise are not adequate to maintain community strength. It is not surprising, then, that government support for CED has sometimes needed dependent communities. Critics, however, are of the opinion that inadequate attention has been paid to ensuring that communities really understand the development process they are involved with, and that adequate training is not available to community leaders. In some situations, critics also believe government funds have come too easily. As a result, some communities have not invested in their programs and an important ingredient to successful CED has been lost.

Common Strategies for CED

Across single industry communities in Ontario, one can find most types of CED initiatives including cooperatives, community businesses, occupational training and entrepreneurship programs, and community-based venture financing schemes. Currently, the most popular strategies are the community development corporation which provides business development advice and financial assistance to locally-based ventures, and the business incubator which assists new entrepreneurs in learning the necessary skills and accessing the resources required for a successful new business.

Today, many organizations like the Canadian Labour Congress and the Federation of Canadian Municipalities support CED programs in single industry communities. They want these organizations to develop new plans for economic development which would include a broader range of people and groups involved in the financing of CED programs. These people are also recommending that measures be developed to enable the CED group to work closely with the owners of the local mine or mill when a closure appears to be inevitable. The efforts of the Inland Ore Company in Atikokan is an illustration of how this process might work.

Current CED Projects in Ontario

Examples of CED in Ontario's resource-dependent communities can be found in both northern and southern regions. Southern examples are primarily located in the counties of eastern Ontario and along the shores of Lake Huron and Georgian Bay.

Kirkland Lake Economic Development Association

During the past nine years, several community development corporations have been established in northern Ontario. For example, the Kirkland Lake Economic Development Association (KLEDA) was established in 1981. Kirkland Lake had declined from a prosperous gold mining community to an area of very high unemployment with few economic options. When it became apparent that the future of the community was in jeopardy, a group of municipal and business leaders established an economic development association and decided a new approach to the community's problems was needed. Gerry O'Connor, KLEDA's Executive Director and former business owner, explains that KLEDA's founders believed that only the community itself could solve the area's problems. According to O'Connor, "Relying on a hired gun to come into your community will not create employment. The community must first and foremost believe in itself, while community organizations, municipal, and business groups must take leadership and provide support to budding entrepreneurs."

In 1987 KLEDA became a federally-sponsored Community Futures project, managing three programs including: (a) a loan fund for owners of new businesses; (b) a program to assist people wishing to become self-employed; and (c) counselling assistance to local business operators. KLEDA works very closely with local government, community colleges, and other community development corporations in the north. KLEDA has successfully assisted new businesses in manufacturing, agriculture, tourism, retail, and construction areas.

Atikokan Business Development Centre

In Atikokan, the closure of two iron mines resulted in the loss of hundreds of jobs and unemployment rose to 55%. A community development corporation, Atikokan Business Development Centre, was established to assist with the planning and implementation of a new economic development program. It has taken almost nine years, but the community has once again been stabilized and is showing signs of prosperity. Tourism, new small service businesses, and two forest products ventures have replaced the mines. However, life in Atikokan today is much different and probably more challenging than it was when the iron mines provided most people with stable and high-paying jobs. Today, Atikokan residents have to be very enterprising and many are employed in several different jobs during the year. Atikokan residents are also more aware of what it takes to keep the community alive. For instance, there is a greater loyalty to the local business community, and residents attempt to do all their shopping in Atikokan rather than driving to Thunder Bay.

Other Examples of CED Projects

Other northern communities have also established community development corporations based on a philosophy similar to that of their colleagues in Kirkland Lake. For instance, groups have been established in Rainy River District (Fort Francis), Ignace, Hearst, Sault Ste. Marie, and North Bay as well as in several native communities.

In southern Ontario, CED organizations have also made extensive use of the community development corporation. CED's have been established in Grey and Bruce Counties, Midland, the rural areas of Frontenac and Lennox-Addington Counties, and Renfrew County. In Huron County, an area which has been particularly hard hit by farm closures, the County Planning Department has been assisting local communities to develop local community economic development programs. Altogether, 26 communities are involved in this initiative. Thus far, most of the activity is focused on identifying community needs and opportunities.

4. THE POTENTIAL

It appears that CED is establishing itself as a credible alternative to more conventional approaches to local development. As more single industry communities are threatened by the depletion of local natural resources, the loss of markets for their agricultural products or environmental problems, CED will be chosen as the appropriate strategy for successful community building. No one is certain how many Ontario communities are threatened. However, experts agree that single industry towns are very vulnerable to the continuing changes in the global economy. Ontario has a high number of single industry communities. Some of these are facing the decline of their resource base. However, the private companies which own the resource industries are not willing to disclose their plans and Ontario does not require companies to give adequate notice to a community of a pending closure.

Mining and forestry sectors are expected to generally benefit from the recent Free Trade Agreement with the United States and this may extend the life of these communities. However, agricultural areas and food processing industries are threatened, and communities which are dependent on this industrial sector are in jeopardy. Further, environmental issues will play a much larger role in the future of single industry communities. The conflict over the future use of the Temagami region, the impact of acid rain on crops and forests, and the proposals for new hydro and water diversification schemes will have a major and some say devastating impact on Ontario's single industry communities.

5. THE FUTURE OF COMMUNITY ECONOMIC DEVELOPMENT

Community economic development has become an established strategy for local development in all industrial countries. In Canada, urban and rural communities, including single industry towns, are actively involved in the development of local projects. The success of CED in such diverse places as Sydney, Nova Scotia, Winnipeg, Manitoba, and Kirkland Lake, Ontario has encouraged other communities and governments to become involved.

The future success of CED is dependent on the capacity of the organizations sponsoring local development ventures to be aware of the changes in the global economy and the impact of these trends on their community. For instance, according to the reports published by the Premier's Council (Competing in the New Global Economy, 1988, Ontario communities need to encourage the development of new small enterprises which use advanced technology. This is a particularly difficult challenge for resource-dependent communities which are often isolated from industrial centres. As a result, it is imperative that CED organizations be provided with the necessary financial and technical support. Further, since CED is a relatively new idea and not well understood, education services are, at this time, especially important.

6. NEED FOR PUBLIC EDUCATION

Education programs need to be established which will help residents to understand the current issues affecting single industry communities and how these issues can be addressed. Community forums which would bring communities together or talk shows on community radio or television would be effective ways of reaching many residents. The Ministry of Agriculture has effectively used this approach for many years. On an ongoing basis, Ministry staff have produced and distributed audiotapes to radio stations which broadcast the tapes during the hours when farmers are able to listen to radio. The Wawatay Native Communications Society also provides this type of service. From its base in Sioux Lookout, Wawatay used both radio and TV to reach native communities across northern Ontario.

Public Awareness

Recent studies including *Barriers to Economic Development in Resource-Based Communities* (1986), *The Final Report and Recommendations of the Advisory Committee on Resource Dependent Communities in Northern Ontario* (1986), and a study examining the need for a provincial educational radio service (1989) by the Ministry of Culture and Communications point to the need for both formal and informal education programs which would use a wide range of approaches.

Leadership and Organizational Training for CED

In addition to general information sharing, there are many specific educational needs which require support programs. Community leadership training and organization building are specific education requirements which are widespread across resource-dependent communities in both southern and northern Ontario. Currently, the Federation of Canadian Municipalities and the Canadian Association of Single Industry Towns are conducting a small pilot project, Community Crossroads, which provides this type of training. Learning the skills necessary to start and manage a small business is another specific area where a few programs have been established. Most notable are the North West Enterprise Centre (affiliated with Confederation College) in Thunder Bay and the entrepreneurial support services offered by the community development corporations which are funded by the federal government (e.g., KLEDA, Sault Ste. Marie).

Examples of CED Education Programs

Other initiatives which will potentially have an educational role in single industry communities are all based in northern Ontario. They include the recently established Centre for Distance Education at Laurentian University and Contact North. As well, the Council of Regents of the Ontario Colleges of Applied Arts and Technology is beginning a study, Vision 2000, which will include an examination of how well the colleges are serving communities which are experiencing serious economic problems.

The Quetico Centre, a conference centre dedicated to "helping people deal constructively with change," regularly offers varying types of workshops and seminars related to economic development. Some of these are held in the Centre while others are located in northern communities. One example of a recent major project was the Premier's Initiative on Entrepreneurship, held in 1987, which was organized to look at the "culture" of entrepreneurship. This involved a conference in Thunder Bay, with over 1,000 people participating, and workshops in other northern communities.

Programs which are underway or being developed are small and provide a limited response to the need for education. The decline and disappearance of single industry communities affect all residents of Ontario, but very few people are aware of the scope of this issue and its potential impact. For instance, if new employment opportunities are not developed for these communities, residents will be forced to relocate to urban communities in southern Ontario. For many, migration to the city is not the answer to their problem. Well-paying jobs are scarce and the cost of living is very high in all of the province's cities. The skills of the miner, forestry worker, and farmer are not easily transferred to urban-industrial settings and many migrants would end up as unemployed or working poor.

It is very important that Ontario residents and particularly the residents of single industry communities understand the situation they are in and be given a chance to explore the options which are available. A community economic development program is one of these options. However if communities are to make effective use of this option, educational materials and information need to be developed and made available to all residents of single industry communities. TVOntario's programs and resource kit on starting your own business are an excellent model which could be used to introduce people to various aspects of community economic development practice. To start, TVOntario could prepare a program which could introduce people to the concept, the history and planning process. Other programs could examine specific elements of community economic development such as: leadership, developing and running a voluntary organization, community involvement and development strategies (e.g. community development bank, assisting small business, changing the community's image).

Saskatchewan Committee for Rural Area Development

The experience of the Saskatchewan Committee for Rural Area Development (SCRAD), a non-government organization based at the University of Saskatchewan (Saskatoon), is worth examining. Their community education programs have been well received and in some cases have been self-financing. For instance, in 1986, SCRAD sponsored a community education program on community development corporations. Community workshops were held in three communities in collaboration with the community colleges which serve the local area. Each workshop was documented and a report was distributed throughout the province. Although there was an interest in preparing a documentary for television, the lack of an educational television service made this unfeasible. SCRAD is currently sponsoring a community leadership training program distributed to organizations throughout the province. In the future, SCRAD is hoping to sponsor a teleconference involving community leaders from Saskatchewan and leaders from similar communities in Australia. The discussion will focus on their common problems and the potential of local action. The proceedings of this international event will be documented and distributed throughout the province.

Other examples

There are other education programs which have assisted small, rural, and isolated communities to learn about community problems and how to respond to them. In particular, Newfoundland's Memorial University's use of video and outreach services to small and rural communities; the efforts of the Inuit Broadcasting Corporation; the Highlands and Islands Development Board in Inverness, Scotland; and the founding of the Open University in the United Kingdom provide well-established and successful examples.

CONCLUSION

An education service to assist residents of single industry communities could be an important aspect of the development work currently underway in Ontario. Education support will encourage community interest in the problems experienced by these communities and would assist these same communities to take constructive action. It is not clear, however, what specific types of education services offered by the groups identified are best suited to the various situations in Ontario. An examination of their experiences would be a first and constructive step in the development of a service for communities in Ontario.

Table 1: Number of Single-Industry Communities in Provinces and Regions, by Industrial Base, 1971

	No. of Single-Industry Communities, by Industrial Base										
Province/Region	Manuf.	Metal Mines & Re-fine.	Public Admin.	Non-Metal Mines & Re-fine.	Wood-based	Food Proc.	Fish. & Fish Proc.	Util. & Transp.	Agric. Serv. Centres	Const., Tourism. Misc.	Total
Newfoundland	2	6	5	5	19	0	78	2	0	4	121
New Brunswick	1	2	8	1	33	4	17	1	0	0	67
Prince Edward Island	0	0	1	0	0	14	8	1	0	1	25
Nova Scotia	5	1	3	5	10	0	18	0	0	0	42
Atlantic Provinces	8	9	17	11	62	18	121	4	0	5	255
Quebec	30	20	18	8	114	1	10	7	0	12	220
Ontario	10	28	7	3	42	8	0	8	0	9	115
Manitoba	1	8	7	1	4	1	0	3	0	7	32
Saskatchewan	0	4	6	14	2	1	0	2	0	10	39
Manitoba-Saskatchewan	1	12	13	15	6	2	0	5	0	17	71
Alberta	4	0	11	14	8	1	0	1	9	3	51
British Columbia	0	19	2	3	70	1	0	2	0	2	99
Alberta-British Columbia	4	19	13	17	78	2	0	3	9	5	150
Total	53	88	68	54	302	31	131	27	9	48	811

Source: "Single-Sector Communities", Occasional Papers, Regional Economic Expansion, Government of Canada, 1979, p.13

Table 2: Single-Industry Communities in Ontario, 1976

Town	Activity[1] (SIC)	SIComm.	SSC	SCC	1976 Census Pop.	1976 Labour Force
Angus	Defence (902)	X	X	X	3 494	1 470
Atikokan	Mining (058)	X	X		5 803	2 600
Beardmore	Forestry (031)		X		850	270[a]
Beaverton	Metal Products (306)	X	X	X	1 737	505
Bradford	Food and Beverage (051)		X		5 080	2 365
Capreol	Mining (058)		X		4 080	1 455
Cardinal	Food and Beverage (108)	X	X	X	1 867	695
Chalk River	Atomic Research (864)	X	X	X	1 085	445
Chesley	Furniture (281)	X	X		1 839	780
Chesterville	Food and Beverage (104)	X	X	X	1 324	570
Deep River	Federal Government (909)	X	X	X	5 583	2 465
Dryden	Forestry (273)	X	X	X	6 799	3 090
Dundalk	Automotive (325)	X	X	X	1 165	455
Durham	Furniture (281)		X		2 501	985
Ear Falls	Mining (099)		X		1 982	915
Elliot Lake	Mining (059)	X	X		8 849	3 925
Espanola	Forestry (271)	X	X	X	5 928	2 320
Field	Forestry (251)		X		801	300[a]
Geraldton	Forestry (031)	X	X	X	3 127	1 420
Goderich	Heavy Equipment (315)	X	X	X	7 385	3 175
Hanover	Furniture (281)		X		5 691	2 570
Hearst	Forestry (251)		X		5 195	2 265
Hornepayne	Transport		X		1 694	580
Ignace	Mining (059)	X	X	X	1 983	880
Iron Bridge	Restaurant and Accommodation		X		790	350[a]
Iroquois	Textile (189)	X	X	X	1 278	510
Iroquois Falls	Forestry (271)	X	X	X	6 887	2 625
Kapuskasing	Forestry (271)	X	X	X	12 678	5 215
Lanark	Clothing (239)	X	X	X	803	380
Leamington	Food and Beverage (103)	X	X	X	11 169	4 675
Longlac	Forestry (252)	X	X	X	1 934	885
Manitouwadge	Mining (059)	X	X	X	3 551	1 535
Marathon	Forestry (271)	X	X	X	2 283	1 105
Mattawa	Forestry (251)	X	X		2 849	925
Milverton	Furniture (281)	X	X		1 393	565
Nakina	Transport (509)	X	X	X	620	220
Nipigon	Forestry (252)		X		2 724	1 140
Onaping Falls	Mining (059)		X		6 776	2 605
Ottawa	Federal Government (909)	X	X	X	521 341	257 230
Petawawa	Defence (902)	X	X	X	14 326	6 605
Pickle Lake	Mining (059)		X		508	220
Port Colborne	Smelting and Refining (295)		X		20 536	8 600
Red Lake-Balmertown	Mining (059)		X		4 893	2 280
Red Rock	Forestry (271)	X	X	X	1 694	695
Sault Ste. Marie	Steel (291)	X	X	X	81 048	34 045
Schreiber	Forestry (031)		X		2 010	745
Smooth Rock Falls	Forestry (271)	X	X	X	2 446	950
Spanish	Utilities		X		1 082	260

Table 2: Single-Industry Communities in Ontario, 1976 (cont'd)

Town	Activity' (SIC)	SIComm	SSC	SCC	1976 Census Pop.	1976 Labour Force
Sturgeon Falls	**Forestry (271)**	X	X	X	6 400	2 145
Sudbury	**Mining (059)**		X		156 840	63 550
Temagami	**Mining (058)**	X	X	X	1 327	530
Terrace Bay	**Forestry (271)**	X	X	X	2 008	1 025
Thamesford	**Agriculture (011)**	X	X	X	1 872	810
Timmins	**Mining (059)**		X		44 747	17 475
Trenton	**Defence (902)**	X	X	X	32 034	14 355
Virginiatown	**Mining (059)**	X	X	X	1 180	395
Wawa	**Mining (058)**	X	X	X	4 272	1 700
West Lorne	**Wood Products (254)**	X	X		1 171	505
Wheatley	**Fishing (102)**	X	X	X	1 637	750
Windsor	**Transportation Equipment (323)**		X		222 750	94 115

Source: "Single-Sector Communities", Occasional Papers, Regional Economic Expansion, Government of Canada, 1979, p.69-71

APPENDIX 3

WOMEN IN THE LABOUR FORCE:
THE IMPACT OF ECONOMIC AND TECHNOLOGICAL CHANGES

Prepared by

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May 1989

INTRODUCTION

This paper examines the impact of economic and technological change on women in the labour force. Its main conclusions are that:

1. Opportunities for employment in clerical work — the sector which employs most female workers — are declining;

2. The educational requirements for full-time entry-level jobs have risen markedly;

3. Computerization is reducing the quality of work experience at the lower levels of the job hierarchy; and,

4. The proportion of women who are *involuntary* part-time and temporary workers is increasing, which contributes to lower standards of living for women.

PROFILE OF FEMALE LABOUR FORCE PARTICIPATION

The increasing participation of women has radically altered the nature of the work force over the past two decades. The female labour participation rate in Ontario increased steadily from 36 % in 1966 to 59.3 % in 1986. The economic necessity of a two-income family and the increased proportion of sole-support families headed by women ensure that this trend will continue. In the next 10 years, women will represent half of the total labour force.

The expanding service sector and particularly clerical office work has absorbed most of the increase in female labour force participation. In 1986, 82.4 per cent of women worked in the service and service-related industries. Most are found within a narrow range of clerical, sales and service occupations that have traditionally featured both low qualifications and low wages — the so-called "pink collar ghetto" By and large, all these occupations can be classified as support work, as opposed to work that involves control and initiative.

OCCUPATIONS THAT EMPLOY THE MOST FEMALES IN ONTARIO
— Statistics Canada, 1986 Census

Occupation	Number
Secretaries/Stenographers	166,665
Sales Clerks/Salespersons	155,605
Bookkeepers/Accounting Clerks	142,425
Cashiers/Tellers	109,720
Food and Beverage Serving	91 225
Nurses, Registered	86,005
Elementary and Kindergarten Teachers	61,200
General Office Clerks	56,520
Receptionists and Information Clerks	46,075
Electronic Data Processing Equipment Operators	44,940
Janitors, Charworkers and Cleaners	43,240
Chefs and cooks	33,115
Child-care occupations	32,905
Accountants, auditors, and other financial officers	32,220
Sewing Machine Operators	29,845
Barbers, hairdressers and related occupations	26,430
Typists/Clerk Typists	23,840

On average, women working full-time earn only 66 percent of the average income earned by men. These lower wage rates are not the result of lower educational attainment. Women now outnumber men in enrollments in post-secondary education in Ontario and, in the past few years, there have been more women than men among post-secondary graduates. Reports show that women are paid less than men for work of equal value. The Ontario Pay Equity Legislation that went into effect on January 1, 1989, and will be implemented in all workplaces over the next five years, is intended to redress this inequity.

THE IMPACT OF ECONOMIC AND TECHNOLOGICAL CHANGE

The computerization of work processes in female-dominated occupations has placed new demands on women for greater technical proficiency and procedural reasoning. Currently employed workers must keep up-to-date with the new technologies being introduced and must constantly upgrade their skills. Studies show that women are meeting this demand but their newly acquired skills are rarely recognized in their wage and job classification.

In the manufacturing sector — such as the garment and textile industries, or the light electrical appliances industry — women find themselves displaced by plant closures. These women tend to be older workers, often of immigrant background, with little education or transferrable skills. The present labour market changes are especially difficult for this group.

TRENDS IN CLERICAL WORK

Clerical office work has been the main source of employment for the majority of women entering the labour force in the last 30 years. This section describes the trends in clerical work.

1. The office of the future is likely to employ more knowledge workers than strictly information workers.

Most traditional office workers are not knowledge but information workers. This distinction is meant to indicate different skills and activities :

Information workers

- document
- record
- process
- file
- store
- distribute

INFORMATION

Knowledge workers

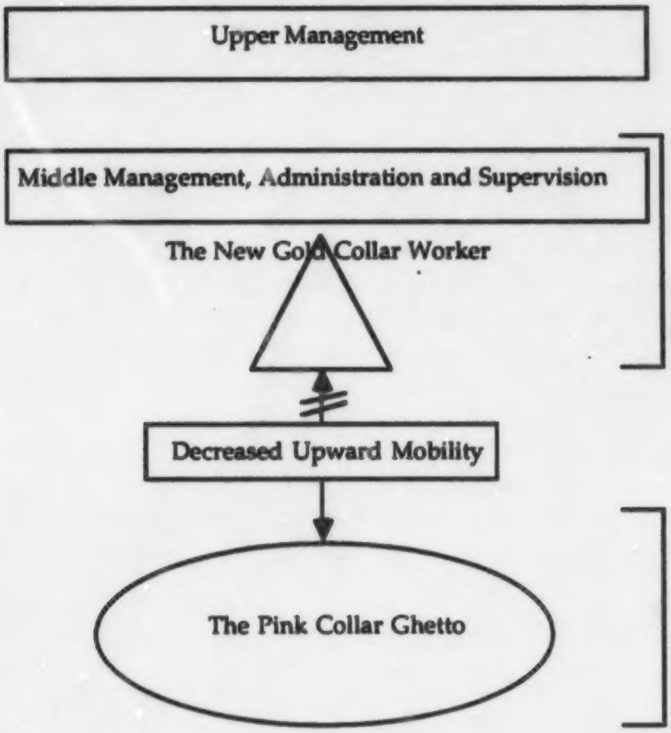
Professionals applying information geared towards decision-making :

- problem-solving
- analytical and conceptual tools
- diagnosis skills
- systems interface
- managerial skills
- polyvalence

Information workers execute tasks which are now being automated through computerized information systems, eliminating much of the information-related work that clerical workers do, supervisors oversee, and administrators organize. Significantly, these activities accounted for much of the office employment growth over the past thirty years. Traditional tasks are now being activated by professionals and managers on a self-serve basis. Examples are: electronic filing, electronic mail, text editing, messaging, word, financial, and data processing, remote computing and access to data banks.

2. **The consequence of computerization has been to create a smaller, more polarized clerical work force with two distinct labour markets for clerical workers, and few routes for mobility from the lower to the higher level jobs.**

This trend manifests itself at three levels:


Upper Management
Middle Management, Administration and Supervision
The New Gold Collar Worker
Decreased Upward Mobility
The Pink Collar Ghetto

REDUCTION of traditional middle level functions and their replacement by computer specialists

INTEGRATION of managerial/ professional functions with senior clerical positions : the creation of the "gold collar" worker.

ROUTINIZATION : the development of a pool of routinized clerical jobs, such as data entry, which are particularly vulnerable to further automation.

This has the following implications for career paths:

Increased entrance requirements : the "Gold Collar Worker"

Computerization has resulted in the creation of a "gold collar worker" in the permanent full-time work force. Fewer people are hired into a full-time clerical position today with less than a university degree. Managerial/professional work is being integrated in the job descriptions of senior clerical positions, eliminating several layers of middle management. Office work is becoming more professional and existing professional work more demanding in terms of research, analytical and decision-making skills.

The elimination of middle management

Traditional reporting is being automated, reducing the need to create and manage reporting hierarchies, and as computer monitoring erodes traiditonal supervisory work, layers of middle management have become obsolete. In some offices, the good all-around manager is being replaced by a specialist resource person, often with computer skills: the manager of data communications systems, the systems designer, the manager of applications or of data banks.

This trend has important implications for women. In the automation of traditional middle-management work, they are losing what little grounds for career mobility they have won in recent years, and they are under-represented in the ranks of the new computer specialists.

Reduction in the quality of work experience

The new technology seems to be reducing the quality of work available. Multifunction jobs, such as secretaries, are being replaced by single-function jobs, such as word-processor operators, where the restricted scope of activity and skills further hampers the clerical worker's ability to move into other areas of work.

Despite the fact that the gap of qualifications between clerical work and other types of work has widened, no straightforward process of deskilling has taken place. Instead, while the work has become more fragmented and controlled at the bottom of the scale, resulting in a loss of substantive knowledge in clerical work, computerization has transformed the nature of work, placing new demands at all levels of clerical work for sustained concentration and skills in procedural reasoning.

Clerical workers thus experience some form of skills upgrading at all levels of the clerical hierarchy but this often occurs simultaneously with an intensification of labour and a loss of control over the work process. This can lead to lower job satisfaction and an increased sense of alienation.

3. The growth of "part-time" and "temporary" work: the creation of a contingent work force

In Ontario, between 1975 and 1982, the part-time work force grew more rapidly than the full-time work force, particularly with respect to female part-time. In 1982, 71 % of all part-time employment in Ontario were held by women, constituting more than 26 % of total female employment. Most part-time work is found in sales, service and clerical occupations.

Canada — 1981-1985

	No. of full-time jobs lost	No. of part-time jobs gained
Sales	(-) 100 000	(+) 39 000
Clerical Work	(-) 79 000	(+) 45 000
Services	(-) 8 000	(+) 88 000

The shift to part-time means that it is increasingly difficult for women entering the labour market to find full-time employment. In Canada, between 1975 and 1987, the proportion of involuntary part-time workers — those who work part-time because they are unable to find full-time employment — rose from 10.8 % to 26.2 %, indicating that this shift in labour demand is part of a long term structural change.

Temporary workers are also being incorporated and integrated into the overall staffing strategy in the organizations where they work and, as a consequence, temporary staff is becoming a permanent feature of those organizations. This is especially true in finance and insurance, real estate, the resource sector and the public service.

In fact, almost three quarters of temporary workers are dissatisfied with their current clerical occupation and over 90 % feel that they are overqualified for their temporary work assignments. It would therefore seem that the high rate of involuntary temporary work is due to reasons other than a lack of education or an unwillingness to retrain.

4. **There is a long-term trend towards "jobless" growth in full-time clerical work.**

Traditional clerical jobs are disappearing and clerical employment growth has slowed to almost a halt. Between 1975 and 1987, the proportion of women employed in clerical jobs fell from 36.1 % to 31.1%. The extent of the change is not as clear as it would be if there were massive layoffs, as those witnessed in the manufacturing sectors, such as in the textile and garment industry. Job vacancies are left unfilled and clerical jobs are integrated with professional and managerial functions in the "gold collar worker". As well, information handling workloads are being greatly increased with no addition in staff, highlighting the jobless economic growth phenomenon which decrease employment opportunities without producing layoffs.

5. **Women most at risk with the present changes are re-entry women and women entering the labour force for the first time without up-to-date skills and/or educational credentials.**

The punctuation of women's labour force participation by absences to care for dependents is particularly critical. The centrality of informal on-the-job training to upgrade one's skills means that women are more likely to become marginalized without the appropriate skills when they return to work.

Informal on-the-job exerience has been the most important means through which new computer skills are acquired. The fact that it surpasses all other types of training combined (high school/college; formal on-the-job training) has serious implications for women who have been out of the full-time labour force over the past few years to care for dependents and for women entering the labour market for the first time.

CONCLUSIONS

Current studies seem to indicate then that present economic and technological changes may be re-enforcing the long standing and well documented problem of women's secondary status in the workforce.

The following educational initiatives are suggested:

- Programming to address the needs of reentry women, that is women who have been absent from the workforce to care for dependents. Information that could lead to understanding of the job system; identification of transferrable skills; access to institutional and on-the-job-training could be provided in either awareness format or instructional formats.

- Programming to inform and educate about pay equity. This legislation will be in effect in all workplaces in Ontario by 1995 and is intended to redress the wage gap. It's successful implementation is dependant on people's understanding of gender bias in how jobs are valued and rewarded. This is highly suitable for awareness programming. Instructional programming designed for human resource practitioners could instruct on ways and means to implement programs.

- Programming that describes and informs on issues of work, income distribution and the feminization of poverty. This would be highly suitable content for a larger exploration of changing social structures and social values

APPENDIX 4

FRANCO-ONTARIANS AND THE WORKPLACE: TRENDS AND LEARNING NEEDS

Prepared by

Élaine Legault

December 1989

INTRODUCTION

This appendix describes the economic situation of the Franco-Ontarian community and examines the implications for this group of current changes in the labour market. The appendix concludes that Franco-Ontarians risk being penalized much more severely than other segments of the province's population for the following reasons:

1. many Franco-Ontarians live in economically-disadvantaged regions of the province, in particular the north-east and the east;
2. the vulnerability of the small single industry communities in which Franco-Ontarians live, notably in Ontario's north;
3. the Franco-Ontarians' history of under-education, which marginalizes them in declining or volatile economic sectors, resulting in limited job prospects, especially for young, female, or older workers;
4. the growth in inequities between regions and between different segments of the workforce;
5. the limited number of training and retraining programs designed specifically for francophones.

Despite Ontario's current economic recovery, the structural changes that we are now seeing will transform the province's economy, creating "winners" and "losers". This transition most jeopardizes sectors of the economy in which there is a large concentration of francophones.

This appendix is divided into three parts. Section A provides statistical information on the labour market participation of Franco-Ontarians. Section B outlines the principal economic trends affecting the Franco-Ontarian community. Section C identifies Franco-Ontarians' needs for work-related training and information. As much as possible, the tables and statistical data are taken from the 1986 census. Data from the 1981 census was used when no appropriate figures could be found in the 1986 census, but only if the 1981 information was still significant.

The labour market transition and its effects must be considered as part of a whole series of influences on the development of the Franco-Ontarian community. The 1989 working paper, "Tendances de la société en Ontario francophone," published by TVOntario's Planning and Development Research, explores the many links that unite these social trends and gives added dimension to the issues explored in this appendix.

A. STATISTICAL PROFILE OF FRANCO-ONTARIANS AND THE LABOUR MARKET

1. Labour market participation

The rate of francophone participation in the labour market is slightly lower than that of non-francophones.

Participation rate of francophones and non-francophones in the labour market according to sex and region*, 1981

	MEN			WOMEN	
	Francophones	*Non-francophones*		*Francophones*	*Non-francophones*
	%	%		%	%
Eastern	76,5	78,5	Eastern	52,0	54,4
North-eastern	72,2	76,0	North-eastern	40,3	47,6
Central	79,3	80,9	Central	53,4	57,2
South-western	70,2	78,5	South-western	39,9	52,5
North-western	81,0	77,8	North-western	42,4	51,6

*Population is aged 15 years and over. Linguistic grouping is based on language commonly spoken and understood in the home.
Source: ACFO, *Les Francophones tels qu'ils sont : Regard sur le monde du travail franco-ontarien* (Ottawa, 1985).

Labour market participation according to mother tongue and sex, 1986

	MEN		WOMEN	
	Francophones	*Total Ontario Population*	*Francophones*	*Total Ontario Population*
	%	%	%	%
Ontario 1981	75,1	79,9	47,6	55,5
Ontario 1986	77,8	79,3	55,1	59,3

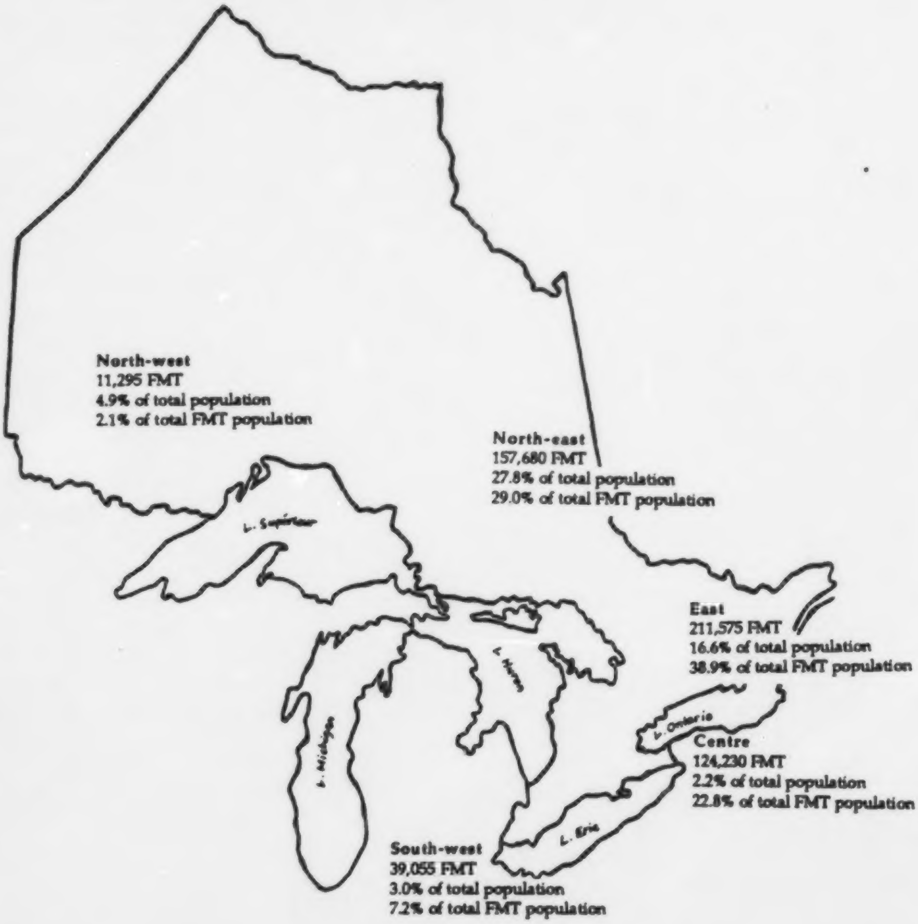
Source: ACFO, *Les Francophones tels qu'ils sont : Regard sur le monde du travail franco-ontarien* (Ottawa, 1985); Ministère des Affaires civiques, *Données sur la population 1986, no. 21* (Toronto, 1989).

Although the participation rate of women is still noticeably lower than that of men, the gap is narrowing. Between 1971 and 1986, the male participation rate remained relatively stable; the rate of women's participation, on the other hand, grew from 36.1 percent to 55.1 percent. This growth will continue as a result of new programs to assist francophone women in joining the labour force either for the first time or after an absence of some years.

2. Geographical distribution of the francophone workforce

Seventy-seven percent of Ontario's total population is concentrated in the centre and south-west of the province — the two most important regions from an economic and political point of view. However, from the point of view of the Franco-Ontarian community, the eastern and north-eastern regions predominate with 70 percent of the total francophone population.

French mother-tongue (FMT) population by region, Ontario, 1986



The geographical distribution of francophones has two significant consequences. First of all, the strategies for provincial economic development barely address the needs of regions with a high concentration of the francophone population: the regions that are central to francophones are peripheral to Ontario. Secondly, francophones' geographic locations determine, to some extent, the kind of economic activities and occupations that employ them.

3. Occupations and professions

In absolute terms, manufacturing creates the most jobs for men in all regions of the province except the east. Non-francophone manufacturing workers are heavily concentrated, to the tune of 88 percent, in the central and south-western regions near the large automotive, aeronautical and petrochemical industries. By contrast, only 46 percent of francophone manufacturing workers live in these regions. The east is home to 23 percent of francophone manufacturing workers, the north-east to 28 percent, and the north-west to 3 percent. These regions are dominated by textile and forest product processing industries — for the most part, small and medium-sized businesses threatened by economic change and the liberalization of trade.

Mining and forestry industries employ the largest concentration of the male francophone workforce. According to the 1981 census, male workers of French mother tongue comprise 31.7 and 29.5 percent of the mining and forestry workforce, respectively. Since francophone men comprise only 5.8 percent of the total workforce of Ontario, they are obviously over-represented in these two sectors.

Women constitute 41 percent of Ontario's francophone workforce. Women are employed in 65 percent of all francophone-held jobs in community, business or personal service. Nearly one francophone woman in three works in an office.

Labour force participation by industry, sex and mother tongue, 1981

MEN

	*Francophones**		*Non-francophones*	
Industry	total	%	total	%
Agriculture, forestry, fishing, trapping	7,405	5.3	104,810	4.4
Mines, quarries, etc.	9,320	6.6	29,415	1.2
Manufacturing	34,675	24.6	716,770	29.5
Construction	13,970	9.9	210,750	8.7
Transportation, communication, etc.	12,485	8.8	226,065	9.3
Trade	19,735	14.0	386,120	15.9
Finance, insurance, etc.	3,825	2.7	97,705	4.0
Community, business & personal service	23,230	16.5	480,425	19.8
Public administration	16,439	11.6	176,190	7.3
Total	141,090	100.0	2,428,265	100.0

WOMEN

	*Francophones**		*Non-francophones*	
Industry	total	%	total	%
Agriculture, forestry, fishing, trapping	2,145	2.1	44,315	2.5
Mines, quarries, etc.	385	0.4	4,010	0.2
Manufacturing	9,920	10.0	294,200	16.8
Construction	1,295	1.3	23,575	1.3
Transportation, communication, etc.	5,050	5.1	75,500	4.3
Trade	15,780	16.0	322,025	18.4
Finance, insurance, etc.	6,760	6.8	152,275	8.7
Community, business & personal service	43,905	44.4	730,585	41.7
Public administration	13,615	13.8	99,090	5.7
Total	98,700	100.0	1,751,780	100.0

*Francophones are defined as those persons having French as a mother tongue. Included in these figures are those aged 15 years and over who have worked since 1 January 1980.

Source: ACFO, *Les francophones tels qu'ils sont : Regard sur le monde du travail franco-ontarien* (Ottawa, 1985).

In sum, one could say that the sectors of activity that employ a greater number of francophone workers than expected from their rate of participation in the total workforce (5.8 percent), are more and more marginal in the economic organization of the province: mining and forestry, composed respectively of 24 and 23 percent of the francophone workforce. In other sectors, and particularly those that are mainsprings of economic activity, francophones are under-represented. They comprise 4.8 percent of those working in trade, 4.2 percent of those in the manufacturing industries of the central and south-west regions and 4.0 percent of those in the financial sector.

4. Income and unemployment

In 1986, the average income of all men aged 15 years and up was $24,829. That of men of French mother tongue was $24,538. The average income for all women was $13,842 and for francophone women, $13,997.

Income according to mother tongue and sex in Ontario, 1986

	MEN		WOMEN	
	French mother tongue	Total population	French mother tongue	Total population
	%	%	%	%
No income	5.2	5.6	19.5	15.8
< $10 000	22.9	23.5	40.3	40.9
$10 000 to $19 999	19.8	19.8	20.4	24.1
$20 000 to $29 999	20.6	19.8	12.3	11.9
$30 000 to $49 999	25.3	23.7	6.4	6.1
$50 000 +	6.2	7.6	1.0	1.1
Average income	$24 538	$24 829	$13 997	$13 842

Source: Ministère des Affaires Civiques, *Données sur la population 1986, no. 21* (Toronto, 1989).

The regions with the highest concentration of francophones (the north-east and the east) have the highest level of unemployment. Because of the exhaustion of natural resources and the influence of the international primary resources market, the economy of the north is vulnerable and unstable. The unemployment rate of the north is twice as high as the provincial average (12 percent as compared to 6). The number of jobs in mining has fallen from 70,000 in 1974 to 53,000 in

1984, representing a permanent loss of positions. In the north of Ontario in 1984, 12 percent of all unemployed were forestry workers or lumberjacks, 40 percent were construction workers. The construction industry is considered as an important benchmark of economic vitality in a region.

Other than in the Ottawa region, the situation in eastern Ontario is hardly better. The principal industries of the region — pulp and paper, textiles, clothing and shoe manufacture — were all affected by the recession and by the renegotiation of tariff agreements, resulting in higher levels of unemployment.

Francophone population according to sex, age group and labour force activity, Ontario, 1986

	Employed	Unemployed	Total	Participation	Unemployment
MEN					
15-19 years	5,420	1,415	6,845	49.4	20.6
20-24 years	14,670	2,035	16,710	92.4	12.2
25-39 years	50,685	3,315	54,000	95.6	6.1
40-54 years	35,325	1,855	37,180	91.5	4.9
55-64 years	12,600	965	13,570	64.3	7.1
65+	1,695	60	1,755	10.4	3.4
Total	120,400	9,655	130,065	77.8	7.4
WOMEN					
15-19 years	5,055	1,000	6,060	45.3	16.5
20-24 years	13,960	1,830	15,795	81.4	11.6
25-39 years	40,185	3,825	44,010	72.4	8.7
40-54 years	26,630	2,055	28,685	64.7	7.2
55-64 years	6,460	635	7,100	30.7	8.9
65+	880	30	910	3.6	3.2
Total	93,175	9,385	102,560	55.1	9.1
Overall Total	213,575	19,040	232,625	65.8	8.2

Source: Ministère des Affaires civiques, *Données sur la population 1986, no. 21* (Toronto, 1986).

Youth in the 15-24 age bracket and women experience the highest rates of unemployment.

B. THE WORLD OF WORK AND FRANCO-ONTARIANS

1. ***Because of their geographic distribution, 80 percent of Ontario's francophones live in economically weak regions. Therefore, Franco-Ontarians risk being penalized if they don't have sufficient education, skills or mobility.***

The shift in economic importance from the manufacturing and natural resource sectors to the service and information-based sectors has significant consequences for the francophone workforce, concentrated as it is in declining sectors of the economy. The current economic restructuring will result in a reallocation of the north's capital and human resources to the more prosperous regions of the province. In fact, without major government programs to revitalize the north's economy, this shift will ultimately result in a significant geographic re-distribution of the francophone workforce. The exodus of young Franco-Ontarians is already well underway. The Ministry of Northern Development and Mines has determined that 22,000 young people left the region between 1981 and 1986. Nine regional councils for northern development have been set up to assist the ministry in developing a strategy to stimulate and diversify the economy and to promote entrepreneurship.

Communities with heavy francophone concentration are, as a general rule, small, with populations of 5000 or less. They are also, in many cases, towns centreed around a single natural resource-dependent industry. These communities are far from the demographic, political and economic centres of the province, and from permanent training centres, explaining, to some degree, the exodus of the young. In spite of these realities, geographic re-settlement is still a difficult choice, especially for older workers.

2. ***Regional inequities and the precariousness of single industry communities are on the increase. It is likely that the informal sector of the economy, community-based volunteerism and the cooperative movement will be strengthened as potential solutions to these economic difficulties.***

Present economic changes will create two Ontarios: the central region (Toronto) and the south-west will comprise the economic mainspring of the province, while other regions will experience significant economic deterioration. This redistribution of prosperity and decline is a result of the current industrial restructuring which favors service, information-based and information technology industries at the expense of the natural resource and industrial sectors.

The huge adjustments made by the industrial sector in the face of economic change and technological evolution have had an impact on many industries, groups and individuals. But undoubtably those most affected are those communities economically dependent on a single industry or on a single sector of economic activity. The Canadian Advisory Council on Employment and Immigration estimates that Ontario has 115 single industry towns with businesses belonging primarily to the natural resource sector (mines and refineries, wood industries and processing of natural resources).

Shut-downs of businesses and cutbacks of personnel are the result of six principal factors: the exhaustion of the resource exploited; market decline; international competition; low profitability; technological change; and public policy.

When a community's major employer decides to shut-down its operations or to cutback its workforce, the town feels devastating repercussions. For a large number of inhabitants, this change for the worse runs the risk of being permanent and having irreversible effects. The individuals most penalized by shutdowns are the heads of households who have children in school and a mortgage to pay and who are not yet eligible for retirement. For younger workers — single, mobile, and without many ties to the community — an industry shutdown means the need to seek work in another location.

With the exception of engineers, technicians and managers, these new unemployed are often handicapped in finding a new job. Often, the skills of a laid-off worker are limited and geared to the needs of his or her previous employer. Retraining and job-search techniques are urgently needed by this group. If the period of unemployment becomes extended, some kind of psychological support to help overcome the stress of the situation is necessary. The effects of prolonged unemployment are dismaying: a noticeable decrease in standard of living, depression, aggression, health problems, family violence, household break-up and other symptoms of stress linked to seeing no way out.

The resulting decline of local businesses increases unemployment in the community. This second wave of job loss usually affects the spouse and other secondary wage earners. Depopulation and the consequent erosion of the municipality's tax base ultimately affect the community services available and the capacity to pay for them. Activities immediately affected are recreation, police protection, maintenance and upkeep of roads and other parts of the infrastructure. But, in the long run, services such as health care and schools are also threatened with deterioration.

The decline that is currently affecting a large number of single industry towns results, in part, from no measures having been taken to assure their continued vitality through economic diversification or substituting of economic activities. Since the present trend is to rely on market forces to redistribute resources, current governmental programs are aimed at communities already in difficulty and not on those who want to take preventive measures or undertake long-term economic planning. Even so, some communities are renewing their efforts to use the energies and talents of their members to take control of their economic future. The recent creation of the Canadian Association of Single Industry Towns bears witness to the will to ensure community survival through community participation.

3. *The under-education of Franco-Ontarians contributes to their marginalization in relatively poor-paying service sector jobs and to under-employment in the manufacturing and primary resource sector.*

The jobs of the future are linked to computers, science and technology – occupations where francophones are under-represented. In addition, the introduction of new technology in assembly lines, production workshops, and natural resource exploitation — all areas in which workers with little education previously found jobs — now means that job applications by those who have not finished high school are not even considered. New occupations require a higher level of skills and greater mobility between different positions within a single business. Companies are reducing their workforce by not replacing retiring workers and are hiring, in limited numbers, only those with the highest qualifications.

For Franco-Ontarians who live in distant regions, in single-industry towns or who are under-educated, the real jobs of the future are therefore unemployment, under-employment and low-paying service sector jobs. For example, approximately 56 percent of workers leaving a mining job (for whom the average length of unemployment is 28 weeks) find work in the service sector, 16 percent in construction, while only 12 percent stay in mining. These job changes are accompanied by a significant decrease in salary.

The problem of illiteracy adds to the precarious labour market situation of Franco-Ontarians. Having little schooling in a society that is well-educated and highly literate reduces the chances of finding a job. Only 50 percent of francophone men aged 15 and over and having less than a grade 9 education worked full-time in 1980. By contrast, workforce participation rose to 74 percent for those with grade 9 or more schooling. The gap is even wider for women: barely 15 percent of illiterate women held a full-time job in 1980, while 42 percent of their more educated sisters held such a job.

Jobs held by women of French mother tongue, Ontario, 1986

	WOMEN	
	Total	%
Managerial and administrative	9,445	5.07
Natural sciences, engineering, mathematics	1,435	0.77
Social sciences	2,695	1.45
Religion	295	0.16
Teaching	8,605	4.62
Medicine and health	6,700	3.60
Artistic and literary	1,980	1.06
Sports and recreation	205	0.11
Clerical	35,485	19.00
Sales	8,125	4.36
Service	16,210	8.70
Agriculture, horticulture, animal husbandry	1,435	0.77
Fishing and hunting	5	0.002
Forestry and logging	130	0.07
Mining and quarrying	45	0.02
Processing	1,175	0.63
Machining	370	0.19
Product fabricating, assembly and repair	2,955	1.58
Construction trades	325	0.17
Transport equipment operating	960	0.52
Materials handling	655	0.35
Other crafts and equipment operating	615	0.33
Occupations not elsewhere classified	645	0.37
Other occupations, not stated	85,750	46.04
All occupations	186,750	100.00

Source: Ministère des Affaires civiques, *Données sur la population 1986, no. 21* (Toronto, 1986).

Jobs held by men of French mother tongue, Ontario, 1986

	MEN	
	Total	%
Managerial and administrative	15,210	9.10
Natural sciences, engineering, mathematics	5,280	3.16
Social sciences	1,640	0.98
Religion	475	0.28
Teaching	4,220	2.53
Medicine and health	1,615	0.97
Artistic and literary	1,710	1.02
Sports and recreation	220	0.13
Clerical	9,470	5.67
Sales	8,850	5.29
Service	13,690	8.19
Agriculture, horticulture, animal husbandry	3,755	2.25
Fishing and hunting	15	0.008
Forestry and logging	2,445	1.34
Mining and quarrying	3,665	2.19
Processing	6,800	4.07
Machining	4,910	2.94
Product fabricating, assembly and repair	12,760	7.64
Construction trades	15,660	9.37
Transport equipment operating	8,255	4.94
Materials handling	3,315	1.98
Other crafts and equipment operating	1,655	0.99
Occupations not elsewhere classified	2,855	1.71
Other occupations, not stated	38,635	23.12
All occupations	167,105	100.00

Source: Ministère des Affaires civiques, *Données sur la population 1986, no. 21* (Toronto, 1986).

For young Franco-Ontarians entering the workforce for the first time, bilingualism is a more and more recognized asset. If the availability of French language academic programs (especially at the post-secondary level) continues to increase, the next generation of francophones will have interesting job opportunities outside the occupations traditionally held by Franco-Ontarians.

4. ***Economic inequality will increase even within Franco-Ontarian society. Under-education and the regionalization of economic development will result in more extreme segmentation within the francophone workforce.***

The transformation of the nature of work and the introduction of new technologies into the workplace will demand new skills of workers. For those who have access to employer- or government-provided retraining programs, this transition will be easier. For those penalized by geographic location, this transition risks not being achieved at all, especially by older laid-off workers.

The francophone workforce will become increasingly segmented: on one side will be found professionals, senior management and technocrats, on the other, blue collar workers, the unskilled and service workers.

5. ***Associations of francophone business people are working to establish springboards to economic success since they believe that the rebirth of French Ontario will come through the economy.***

Here and there in the province, francophone entrepreneurs are coming out of isolation to organize and unite in associations such as the Cercle canadien, the Afrapeco, the Regroupement d'affaires (RGA) de l'Outaouais, l'Association des gens d'affaires de Welland, the Association des femmes d'affaires francophones de la région de Toronto and the Regroupement des gens d'affaires du Sud-Ouest in Windsor. The goal of these associations is to unify economic, financial and commercial forces in order to accelerate the economic development of the francophone community. The RGA de l'Outaouais was started in 1984 and now consists of 350 active members whose businesses extend through western Quebec and eastern Ontario. Each year, a member of this group is awarded the Prix de l'Excellence for distinguished leadership, innovation, and commitment to the growth of his or her business.

Approximately 8000 Ontario businesses (often established with the assistance of the Alliance des caisses populaires de l'Ontario and the Fédération des caisses populaires de l'Ontario) are controlled by francophones. It is only in the last ten years that Francophones have started to engage in industrial economic activity, until recently considered the exclusive realm of the anglophone community. The Faculty of Commerce of Laurentian University has seen its francophone student population grow from 10 to 20 percent of its total enrollment between 1986 and 1989. This emerging group will add fuel to the fire of the movement. In addition, Prescott-Russell's socioeconomic summit of 1988 marked a strong beginning to regional economic planning, a step that could be repeated throughout the province.

C. NEEDS FOR INFORMATION, UNDERSTANDING AND TRAINING

1. Understanding in Franco-Ontarian community of current economic and technological changes, of their implications for the community as a whole and for its individuals members.

2. Understanding in community agencies and families of the importance of education in an economy in transition.

3. Information on the transition to post-secondary education and understanding of the obstacles to this: geographicial and financial impediments to access; the deficiency of French-language post-secondary education opportunties; the difficulties of leaving the family home and friends; and parents' resistance to their childrens' leaving home for the city.

4. Information about job opportunities, the occupations of the future, and the skills required to secure these: work-oriented schooling for the young and immediate job-related training for laid-off and unemployed workers.

5. Information about the training, retraining and literacy programs offered in each region; about distance education opportunities; about government financial aid programs; and about the policies and prerequisities for access or admission to the different programs.

6. Information and advice on dealing with unemployment and finding work. In particular, information on the following:

   - The causes of unemployment and its average length by sector of economic activity;
   - How unemployment insurance works;
   - Ways of productively organizing one's time between jobs;
   - Ways of avoiding family break-up from stress of prolonged unemployment;
   - Setting up a family budget;
   - Organizing a community mutual aid association.

7. Information on the possibilities of and strategies for community economic diversification.

8. Training in entrepreneurship and business management.

9. Information on the opportunities offered by local and international markets; on creating, developing and marketing products; on government aid to businesses and young entrepreneurs.

APPENDIX 5

UNIONS AND EDUCATION

Prepared by

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INTRODUCTION

For many years, the Canadian labour movement has been active in providing professional development programs for union activists and training in ***union-related*** activities for its membership. Recently, however, new trends have emerged. The labour movement has turned its attention to the issues of ***work-related*** training and education. On May 5-6 1989, the Ontario Federation of Labour held a conference, "Education and Training: Labour Issues for the 1990s," at which a large proportion of the Ontario labour movement sat down to consider the issues of work-related training and education and to commit itself to the establishment of an action plan. This represents one more step in the consolidation of the educational component of many Canadian unions.

In section A of this review, the new trends and roles that are emerging in the labour movement are identified. Section B describes existing educational and training programs in various unions. Section C provides data on union membership trends in Canada and the U.S.

A. GENERAL TRENDS

1. **The labour movement proposes to develop a strong expertise in the area of training and retraining and to play a central role in designing a worker-centred training policy for the work place.**

The union movement opposes "just-in-time," job-, and employer-specific learning. It rejects the trend that makes learning a sub-system of the production process and proposes a type of training which is comprehensive in scope, transferrable, and developmental.

There is very little expertise at this time on what worker-centred training would look like because it is usually assumed that technology in and of itself determines training needs. In the words of the OFL: "If workers are to gain control over their lives, they must seek to become masters of the process of technological change. This can only be done under conditions in which workers have significant control over the programs which provides the new skills and understanding."

The primary objectives of the labour movement in the area of training are:

- To define what ***worker-centred training*** would look like.
- To establish a network of technology stewards who monitor change and communicate the nature of proposed changes to local union membership in order to begin the process of gaining greater control over the nature and pace of technological change in the workplace. This would allow proposals to emerge on alternative technologies attuned to human needs rather than merely to the needs for profit.
- To negotiate for the inclusion of a training provision and a provision on the introduction of new technologies in their collective bargaining agreements. At this time, 66.9% of collective agreements in Canada have no provision related to training as a result of technological change.
- To ensure that the provision of training is non-discriminatory.
- To lobby the government of Canada to establish the provision of the 1974 International Labour Office Convention for Paid Educational Leave.
- To propose changes in the operations of the Ontario Training Corporation and to obtain representation from labour and management in making recommendations on training to the government.
- To strengthen the apprenticeship system.

2. The labour movement strongly encourages the development of programs in the field of adult basic education.

Several unions and labour federations have been involved in the field of adult basic education. The Ontario Basic Skills in the Workplace program, which provides basic numeracy and literacy skills and is funded through the Ministry of Skills Development, has been central to this undertaking. Also, the Education and Skills Training Centre of the Labour Council of Metropolitan Toronto offers more than 40 programs in adult basic education and English in the workplace and is working closely with numerous unions.

3. **Unions have been taking a more active role in dealing with the problem of worker dislocation resulting from plant closures, technological change, or structural reorganization.**

The United Steelworkers is probably one of the most experienced union in developing an expertise in the field of retraining. Its programs are tailored to members' individual needs within the context of the specific conditions and existing opportunities of the regions affected by lay-offs. The Steelworkers have also joined in an innovative agreement by creating the Canadian Steel Trade and Employment Congress, a cooperative labour-management organization made up of two joint committees: the Trade Committee and the Employment and Adjustment Committee. We are likely to see more of these bipartite organizations emerging in various sectors of the Ontario economy.

4. **Instructional material is being provided and training is being given to education delegates in various union locals to encourage workers to: (1) participate in the programs offered, and (2) play a more active role in designing these programs so that they answer workers' needs.**

New ways of organizing work has often resulted in lay-offs, increased workloads, and intensification of work. Union members are somehow resistant to the changes taking place in their working lives and the rate of participation in educational and training programs remains low. As a result, a gap exists between union leadership which supports training and new modes of organization and the membership at the base. Union leadership is taking steps to help workers understand the rewards of training and to increase their active involvement in identifying the kind of training they want.

5. **Union members as parents want to play an increased role in the education of their children. They want to learn about and get involved in the educational system.**

Union members as parents are worried about the failings of the educational system as they have been manifested in drop-out rates. They are also worried about the content of curriculum and its relevance to working class children, homeless children, and single-parent family children. Some feel that the colleges have become factories that produce employable people for a particular industry rather than graduates with a solid general education and transferable skills. The private sector already plays an important role in the colleges' advisory committees on curriculum. It is therefore proposed that union representation be increased on the boards of community colleges.

Union members as parents want to understand the school system in order to contribute to the direction of the educational system. They want to ensure that the learning and educational needs of their children are being addressed and that teachers receive appropriate and sufficient training.

6. **There is increased cooperation between the labour movement and employers to come up with joint solutions for the economic challenges facing Canadians.**

Many proposals have come out recently around training and related issues: the Report of the Advisory Council on Adjustment, *Adjusting to Win* (1989); the Report of the Business/Labour Task Force on Adjustment, *Working Together to Manage Change* (1989); and the Canadian Chamber of Commerce, *Focus 2000* (1988). These reports represent efforts at cooperation between labour, management, and governments to identify the challenges and propose joint solutions and strategies.

B. EXAMPLES OF EXISTING PROGRAMS

ONTARIO FEDERATION OF LABOUR — OFL

15 Gervais Drive
Suite 202
Don Mills, Ontario
M3C 1Y8
(416) 441-2731
OFL President: Gordon Wilson
Director of Education: Jim Turk

Individual members: 700,000
Corporate members: 5,000

The following information was obtained during a telephone interview with Jim Turk, on March 22, 1989:

Adult basic education, not specific job training, is the priority of the OFL. The OFL insists that training and skills upgrading are the responsibility of the employer. In order to encourage the implementation of more training programs by employers, the OFL is suggesting the enactment of a training tax on the model of Britain and Sweden. Those who train their workers would be reimbursed out of the fund created by this training tax.

The OFL also insists that broader education should be acquired through the public education system. The exceptions to this rule are for older crafts, such as in construction, where hiring and training is done through the unions.

The OFL encourages programs in adult basic education. The OFL program has facilitators in the workplace training their co-workers. It has received funding from the Ministry of Skills Development and its affiliates for this program.

The OFL, in cooperation with affiliated unions, has initiated the process of electing and training education delegates and technology stewards in as many local unions as possible. The OFL education department is developing kits and other instructional material for education delegates and for education committees in Labour Councils. As part of establishing a highly activist education policy, the Executive

Board has established a committee to investigate the feasibility of establishing a permanent OFL education centre.

CANADIAN FEDERATION OF LABOUR

107 Sparks Street	Individual members: 220,000

Suite 300
Ottawa, Ontario
K1P 5B5
(613) 234-4141
President: James McCambly

James McCambly contributed to both the Canadian Labour Market and Productivity Centre's Report of the Business/Labour Task Force on Adjustment, *Working Together to Manage Change* (1989), and the Report of the Advisory Council on Adjustment (de Grandpré Commission), *Adjusting to Win.* (1989).

CANADIAN LABOR CONGRESS — CLC

15 Gervais Drive	Individual members: 2.3 million
Suite 305	Corporate members: 80

Don Mills, Ontario
M3C 1Y8
(416) 441-3710
President: Shirley Carr
Regional Director: Ralph Ortlieb

The CLC refused to cooperate with the de Grandpré Commission but was represented on the Canadian Labour Market and Productivity Centre's task force panel.

The CLC argues that a training strategy is needed to redirect existing programs away from their remedial orientation toward more job creation policies and an emphasis on lifelong learning. There must also be adequate income maintenance during periods of training.

However, the CLC has yet to come up with a well-defined training and educational strategy.

UNITED STEELWORKERS OF AMERICA — Canadian Office

234 Eglinton Avenue East	Corporate members:160,000
7th Floor	Individual members: 80,000

Toronto, Ontario
M4P 1K7
(416) 487-1571
Director: Gérard Docquier

Gérard Docquier contributed to the Canadian Labour Market and Productivity Centre's task force panel. The following information was obtained during an interview with Gérard Docquier, April 1989.

The main objective of the United Steelworkers is to deal with the problem of worker dislocation resulting from plant closure, technological change, or structural reorganization on the part of the employer.

The United Steelworkers is presently conducting a pilot project in New Brunswick with SISCO where 1,000 workers have been laid off. A study committee has been set up, in cooperation with the employer, to evaluate:

- The potential for relocating these workers given their respective work experience and acquired skills.
- Identify their wishes for new employment.
- Evaluate the labour market conditions in New Brunswick.
- Organize an educational program in relation to present level of skills, interests, and available employment.

There is also a retraining program for laid-off employees of Stelco in the iron mines of northern Ontario. Workers are being retrained to become bricklayers and truck drivers.

These two programs are considered pilot projects that will allow the United Steelworkers to develop an expertise in the area of retraining.

As far as training and skills upgrading are concerned, the United Steelworkers believe that it is the responsibility of the employers to ensure that their work forces have the appropriate skills. Governments already provide employers with the financial assistance to upgrade their workers with the appropriate skills.

The Steelworkers are very much aware of the resistance to change on the part of its membership. One possible solution suggested by the Steelworkers is that those who want to be trained and become multiskilled should receive the training and wage increase for it, while those who do not must be allowed to take an early retirement option. This proposal recognizes that employers are, in fact, aiming for a reduced permanent work force.

CANADA AUTO WORKERS — CAW

205 Placer Court
Willowdale, Ontario
M2H 3H9
(416) 497-4110
Research Officers: Jeff Wareham, Dave Robertson
Affirmative Action Group: Pat Clancy

Individual members: 140,000

The Canada Auto Workers is the first union in North America to achieve paid leave for labour education under a program that currently covers 85% of the CAW membership. The purpose of the program is to educate union activists and prepare them for leadership roles. More than 2,500 members have completed the course.

The Affirmative Action Committee of the CAW has organized an apprenticeship program for women. The aim of the program is to increase the proportion of women in the skilled trades where jobs are better paid and offer more job security.

The CAW participates in the Ontario Basic Skills program of the Ministry of Skills Development and has education officers in the various union locals in charge of encouraging workers to participate more actively in these programs.

LABOUR COUNCIL OF METROPOLITAN TORONTO

15 Gervais Drive
Suite 407
Don Mills, Ontario
M3C 1Y8
(416) 441-3663
President: Micheal Lyons

Individual members: 175,000

A project of the Labour Council of Metropolitan Toronto is the Metro Labour — Education and Skills Training Center. The program director is Brenda Wald and the coordinator of skills and training for the unemployed is Janet Dassinger. The following information was obtained during an interview with Janet Dassinger, March 1989.

The Centre sees its mandate as that of "bridging workers into training," that is, to allow them to get the basic education necessary to meet the entry requirements of most training programs. Half of the membership of the Labour Council is made up of immigrants with English as their second language.

The Centre offers four programs:

- Labour Studies (certificate);
- English at the Workplace (taught by community instructors);
- Adult Basic Education — Trade unionists and union members are trained to educate their co-workers (40 programs, half of them on full and half company time);
- Skills Training for the Unemployed — This program includes such courses as skills identification, job search techniques, writing a resumé, preparing for interviews, labour market and economic information, financial planning, stress, and retraining opportunities (22 courses for 400 workers have been offered since September 1988).

The centre is undertaking, as of May 1989, a needs assessment for workers at Inglis (600), Rowntree (1,000), Maple Leaf Mills, Stelco Swansee, and Molson, who are threatened by plant closures.

Moreover, workers will be tracked for a period of two years to see how well they fare in the labour market. It has been discovered that several Good Year workers are retraced in successive plant closures of different manufacturing industries. In fact, there is a "floating pool of labour" made up of the same victims of previous plant closures.

The Centre wants to decentralize and diffuse the knowledge and resources it has accumulated. It attempts to equip affiliates of the Metro Labour Council to establish programs that would answer their own needs and develop an Action Centre in their own industry. The Centre is presently developing a model to help them.

While many suggest that training is the responsibility of the employer, the Centre believes that employer-provided training might answer the needs of employers and not necessarily the needs of the workers. One cannot assume that those who have been systematically discriminated against (older workers, immigrants, women) will now be included without a set of strong policies and political will on the part of all social actors.

INTERNATIONAL LADIES' GARMENT WORKERS UNION

33 Cecil Street
Toronto, Ontario
M5T 1N1
(416) 977-1384
Education Director: Alexandra Dagg

The ILGWU predicts that at least two-thirds of the jobs in the garment industry will be lost in the near future. This is of particular concern for women who make up 80% of the total workforce in the garment industry, a workforce consisting mostly of immigrant women with a poor knowledge of English and poor literacy and numeracy skills.

The ILGWU is proposing a pro-active approach to plant closing and the associated problems of labour adjustments. Its agenda is as follows:

- Conduct research in the areas of:
    - the "whys" of plant closings and of "mergermania";

  - the implications of greater ownership concentration for workers;
  - the disappearance of small family firms.

- Prepare workers (psychologically) for plant closures and provide counseling prior to and during the difficult processes of displacement/readjustment.

- Establish retraining programs.

- Establish a "Model Training Centre", the purpose of which will be to help workers get a "total" view of the skills, processes, and technologies involved in the garment industry. This could contribute to greater workers' control over their work and decrease their sense of alienation. The ILGWU is also thinking of the possibility for workers to buy off small firms who are planning to terminate their operations;The centre would also establish a literacy and numeracy program.

- Train "garment workers-counsellors" to help displaced and to-be-displaced workers in making a transition to a new workplace through the development of a referral system.

- Contact potential funders and investigate available government funding programs for the realization of these projects.

OTHER GROUP ACTIVE IN THE FIELD OF LABOUR MARKET RESEARCH AND EDUCATION

SOCIAL PLANNING COUNCIL OF METROPOLITAN TORONTO

950 Yonge Street
Suite 1,000
Toronto, Ontario
M4W 2J4
(416) 961-9[illegible]1
Executive Director: E.J. Pennington

The Social Planning Council of Metropolitan Toronto recently published an extremely useful study of labour market adjustment programs offered in Metro Toronto, intitled "Missing the Mark: Government Spending on Income Support and Training in Toronto" (1988). According to the Council, government job training policies that emphasizes "mopping up" after labour market problems (an emphasis on income support), instead of offering active training and upgrading opportunities for worker, are undermining Canada's ability to compete globally. As a result, little is done to provide higher skills for workers. Yet workers need greater skills to meet the requirements of existing or future jobs in an increasing volatile labour market.

C. UNION MEMBERSHIP TRENDS IN CANADA

In 1986, 3.7 million workers, or 37.7% of all paid workers, were union members, up from 2.2 million, or 33.6%, in 1970.

Canada's unionization trends have differed markedly from those in the United States. While the level of unionization in Canada has been stable, union membership has dropped precipitously in the United States. In 1986, under 18% of American workers were unionized, down from close to 30% in 1970.

Union Membership in Canada and the U.S. 1955-1986

	Total Membership in '000		As a % of Non-Agricultural Workers	
Year	Canada	U.S.	Canada	U.S.
1955	1,268	16 127	33.7	31.8
1960	1,459	15 516	32.3	28.6
1965	1,589	18 269	29.7	30.1
1970	2,173	20 990	33.6	29.6
1975	2,884	22 207	36.9	28.9
1978	3,278	21 757	39.0	25.1
1981	3,487	20 647	37.4	22.6
1982	3,617	19 571	39.0	21.9
1983	3,563	17 717	40.0	20.4
1984	3,651	17 340	39.6	19.1
1985	3,666	16 996	39.0	18.3
1986	3,730	16 975	37.7	17.8

UNION MEMBERSHIP OF MEN AND WOMEN

Overall, the proportion of paid female workers who were union members has increased, while the percentage of unionized male workers has declined. The percentage of female workers in unions rose from 21.2% in 1976 to 28% in 1985. In the same period, the proportion of unionized male workers fell from 40.5% to 38%.

The number of women in unions increased 92%, from just over half a million to just under one million, between 1970 and 1982. In the same period, the number of male union members rose only 18%, from 1.8 million to 2.1 million. By 1985, 36% of all union members were women, up from 22.6% in 1970.

UNIONIZATION BY SECTORS OF ECONOMIC ACTIVITIES

The goods-producing sector of the economy has traditionally had higher unionization rates than the service sector. In 1982, 44.3% of workers in goods-producing industries were unionized, compared with 28.2% of those in services. However, because employment is concentrated in the service sector (72.5% of all paid workers in 1982), the majority of union members are service industry employees. In 1982, 61.5% of union members were working in this sector of the economy.

The percentage of service sector workers who were unionized rose from 25.7% in 1973 to 28.2% in 1982 to 33% in 1985, while the proportion of unionized workers in goods-producing industries fell from 45.7% to 44.3% to 37% in the same period.

It should be noted that variations in unionization rates are very great in the service sector. In 1985, almost three-quarters (71%) of paid workers in public administration and over half (53%) of those in transportation, communications, and other utilities were unionized. On the other hand, few workers in either trade (10%) or finance (3%) were union members.

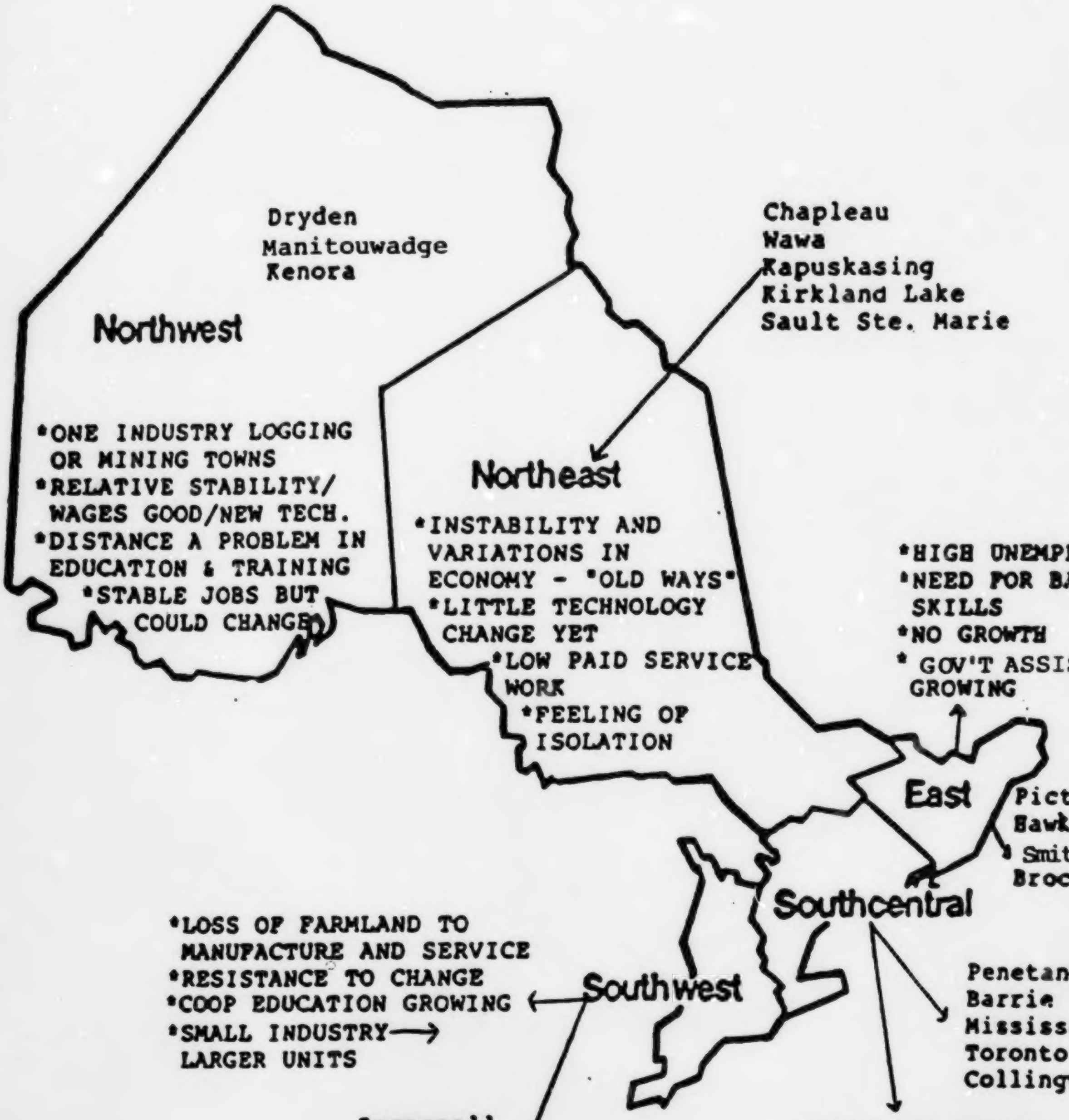
APPENDIX 6

PERCEPTIONS OF LABOUR MARKET CHANGES IN ONTARIO

Prepared by

Thelma Berris

October 1988



Dryden
Manitouwadge
Kenora

Northwest

- *ONE INDUSTRY LOGGING OR MINING TOWNS
- *RELATIVE STABILITY/ WAGES GOOD/NEW TECH.
- *DISTANCE A PROBLEM IN EDUCATION & TRAINING
- *STABLE JOBS BUT COULD CHANGE

Chapleau
Wawa
Kapuskasing
Kirkland Lake
Sault Ste. Marie

Northeast

- *INSTABILITY AND VARIATIONS IN ECONOMY - "OLD WAYS"
- *LITTLE TECHNOLOGY CHANGE YET
- *LOW PAID SERVICE WORK
- *FEELING OF ISOLATION

East

- *HIGH UNEMPLOYMENT
- *NEED FOR BASIC SKILLS
- *NO GROWTH
- * GOV'T ASSISTANCE GROWING

Picton
Hawkesbury
Smiths Falls
Brockville

Southcentral

Penetang
Barrie
Mississauga
Toronto
Collingwood

- *BUOYANT ECONOMY
- *VARIED WORK AND LIFESTYLES
- *STRONG FINANCIAL AND BUSINESS SERVICES
- *LOSS OF SKILLED TRADES
- *URBAN PROBLEMS
- *TOURISM ↑

Southwest

- *LOSS OF FARMLAND TO MANUFACTURE AND SERVICE
- *RESISTANCE TO CHANGE
- *COOP EDUCATION GROWING
- *SMALL INDUSTRY ⟶ LARGER UNITS

Ingersoll
Goderich
Amherstburg
Guelph
Woodstock
Brantford

INTRODUCTION

This paper provides an overview of some Ontario residents' perceptions of the personal and social implications of labour market changes. Interviews were conducted to explore if Ontario residents were experiencing changes in their local labour markets as identified in published studies and if so, how these changes were occurring in their communities. TVOntario regional councillors were interviewed because of their links to their respective communities and their understanding of TVOntario's mandate to provide educational responses to learning needs. Local newspaper editors were contacted in the belief that they could articulate local concerns and perceptions.

This paper summarizes telephone interviews conducted during the month of October 1988 with 14 regional councillors and 13 newspaper editors ~~of~~ in the province.

NORTHERN ONTARIO OVERVIEW

This includes TVOntario's Northwestern and Northeastern Regions and is based on calls to five newspapers, five regional councillors, and a policy analyst with the Ministry of Northern Development and Mines in Sudbury.

Basic Issues

The economy of Northern Ontario is based on the extraction of natural resources and the processing of these resources – mainly lumber and mining. This economy responds to national and international market conditions. Also, mining resources are finite in any given area. Forest products are based on a renewable, but slowly renewable, resource.

There is a wide range of communities in the north. Some are booming and some are depressed. The economic situation overall is volatile and changeable, and is based on developments such as political and economic expedience, discovery of new mineral deposits (e.g., gold), world prices, alliance shifts, etc. Each community is unique and each community can change in a short time. Today a miner in Wawa can earn $75,000 a year. Four years ago there was no mine work there.
The peaks and valleys resulted in a reluctance to engage in long-range

planning in the past. The provincial government is now trying very hard to introduce diversification in the 50 or so one-industry communities to try to introduce stability and planning. The five communities that have a larger population base are better off than the small communities. These are Timmins, Sudbury, North Bay, Thunder Bay, and Sault Ste. Marie, although these also have boom or bust problems.

Northern Ontario has a disproportionate number of small communities. Of the 180 municipalities in Northern Ontario, 170 have populations of less than 5,000.

The provincial, federal, and municipal governments are now subsidizing economic development councils, training councils, job training and re-training, tax advantages for investors, and small business development, the goal of which is to stabilize the economy of the north and stop the population drain. There is also a very heavy emphasis on the development of tourism.

While the population of Ontario as a whole grew by 5% overall between 1981 and 1986, the population of Northern Ontario declined in that period. There was a net loss of 22,000 youths out of a total loss of 70,000 people. Some 50,000 people moved back in. This is an indication of the turnover in people which is both a cause and effect of instability.

The main needs are a stable population and economy based on diversification; a middle income group with entrepreneurial and forward-looking spirit; and better conditions for service workers by means of job satisfaction and higher images.

SOUTHWESTERN, SOUTHCENTRAL AND EASTERN ONTARIO OVERVIEW

The following is based on interviews with nine regional councillors and eight newspaper editors.

Basic Issues

The picture is more complex than in Northern Ontario because of the larger population and the buoyant economy in Southcentral and Southwestern Ontario. Eastern Ontario is not as buoyant nor as industrialized. Governments are assisting communities to diversify and train but the economic improvement to date has been limited.

Southcentral Ontario is dealing with many choices in the labour market and many values systems and lifestyles, as well as urban social problems (homelessness, drug misuse, violence, etc.).

A range of work patterns is beginning to emerge varying from part-time work to moonlighting at several jobs.

Concerns were expressed that there needs to be more to life than work–what should these things be? Should work necessarily define the person's value? Ambivalence regarding work is surfacing. The drive to material goals versus quality of life needs to be considered.

The number of hours worked varies greatly depending on job level – in spite of technological changes it takes just as long or longer to get the jobs done.

Service jobs, often part-time, are being filled by students and married women who are second-wage earners, and by retirees. The financial and business service sectors are still growing quickly.

There is a reluctance to take training for skilled trades even if the pay is high. These jobs are perceived as low status (while in the north the high pay of skilled trades confers higher status).

Southwestern Ontario's agricultural base is losing ground to large plants, especially auto plants that are dependent on the consumer market. A recession could cause serious problems. Some smaller communities are resisting the change from traditional lifestyles.

Marginal farms are disappearing in Southwestern, Southcentral and Eastern Ontario. Survivors are involved in larger-scale farming and the 'solo' farmer (as the 'solo' professional) is disappearing. Some farmers also work in factories.

There is a rise in cooperative education between school boards, the labour movement, and the business sector.

There has also been a movement toward cooperative farming and other business ventures.

Need was expressed for counselling programs on job change, social change and fear of change.

IMPRESSIONS BASED ON THE TELEPHONE INTERVIEWS

- In order for a community to deal with labour market transition, there needs to be a combination of community awareness and effort plus government support – whether in subsidies, training, counselling services, development of new jobs, or all of the above.

- Schools do need to include in the curriculum education for personal and social change, for self-reliance, problem-solving, and for entrepreneurial skills, as well as basic and communication skills.

- Government programs in training do make a difference but they are slow and are not reaching large numbers. Employers must join in.

- The minimum wage in Ontario is too low. People who are employed at this wage cannot make ends meet and become disheartened. This also results in rapid job turnover, no commitment or job satisfaction.

- The focus on tourism as a new industry may be useful in certain areas but does not apply everywhere.

- The response to being exposed to the "faster" urban lifestyle on the part of rural and Northern Ontario is mixed. The challenge is to maintain the quality of life and still have opportunities for advancement and material comforts.

- There is a growing erosion in middle or upper-middle income jobs and increasing polarity of high and low income work.

REGIONAL COUNCILLORS CONSULTED

NORTHWESTERN ONTARIO

Mr. Peter Croskery (Ministry of Natural Resources)	1324 Hwy 17 East (807) Kenora P9N 1M2
Mrs. Edith Warren Chairman, Northwestern Region	Box 656 Manitouwadge P0T 2C0

NORTHEASTERN ONTARIO

Ms. Patricia Arney (guidance counsellor)	2 Porteous Ave. Kirkland Lake P2N 2N9
Ms. Lynn Dee Eason	P.O. Box 1732 Wawa P0S 1K0
Ms. Emily Noble	365 Fourth Avenue Sault Ste Marie P6C 4L9

SOUTHWESTERN ONTARIO

Ms. Jean Elliott (retired teacher)	35 Wilsonview Avenue Guelph N1G 2W5
Mr. George A. Simmons	643 Northdale Drive Woodstock N4S 5K8
Mr. William Tudhope (works with seniors)	11 Hayhurst Road Brantford N3R 2Z2

SOUTHCENTRAL ONTARIO

Mr. Peter Dunbar (Director, Parks, Rec, Culture)	P.O. Box 157 Collingwood L9Y 3Z5
Mr. Adam Habayeb (Ontario Hydro)	4142 Perivale Road Mississauga L5C 3V6
Ms. Irene Perri	15 White Pine Place Barrie L4M 5L7
Mr. Franco Savoia (Y.M.C.A)	17 Page Avenue Toronto M6S 2P6

EASTERN ONTARIO

Mr. Gordon Callender	R.R. 2 Picton K0K 2T0
Mr. Layton Shouldice Chairman, Eastern Region (Board of Education)	7 Hastings St. South Bancroft K0L 1C0

Note: Regional Councillors from Southcentral Ontario who indicated they would be willing to talk with us but who were not contacted because of shortage of time were:

James Gibson	R.R. 1 Victoria Place Bobcaygeon K0M 1A0
Doris Thompson	Box 1505 River Road Campbellford K0L 1L0

NEWSPAPERS CONTACTED

NORTHWESTERN REGION

Dryden Observer
(Murray Carter, editor)

Manitouwadge Echo
(Conrad Sherman, editor)

NORTHEASTERN REGION

Kaspuskasing Northern Times
(Wayne Major, editor)

Chapleau Sentinel
(Mr. Rene Decosse, editor)

Algoma News Review, Wawa
(Gloria Avis, editor)

SOUTHWESTERN REGION

Goderich Signal Star
(Bill Henry, editor)

Amherstburg Echo
(E.P. Chant, associate editor)

Ingersoll Times
(Don Dunlop, associate editor)

SOUTHCENTRAL REGION

Penetanguishene Citizen
(Penetan/Midland/Elmvale)
(Tim Kraan, editor)

Creemore Star (Barrie/Collingwood)
(John Westbrook, editor)

EASTERN REGION

Hawkesbury Express
(Richard Mahoney, news editor)

Brockville Reporter & Times
(Don Swayne, news editor)

Smiths Falls Record News
(Chris Must, associate editor)

APPENDIX 7

A SURVEY OF INITIATIVES DEVELOPED BY OTHER EDUCATIONAL BROADCASTERS

Prepared by

Audrey Mehler

October 1988

INTRODUCTION

Educational and public broadcasters in the United Kingdom, the United States, and Canada are responding to the needs of people who have been displaced from their jobs due to changes in the labour market by offering some programming and services targeted to the needs of these audiences. The programming includes telecourses for credit, non-credit video-based learning systems, and learning systems that include print, audio, and short video segments which are broadcast but are only part of the learning system. Some of these courses are designed as stand-alone systems for use by the learner at home, but many are designed to be utilized as resource materials for groups of learners in adult learner centres, colleges, and in the workplace. In addition to the broadcast and distribution role, many public broadcasters provide linking services by broadcasting job listings, training service referrals, and community support and learning groups.

UNITED KINGDOM

BBC Continuing Education

BBC Continuing Education has produced over the last few years a range of informational programming to assist those who are unemployed, or who have to manage on a limited budget. *Citizen's Rights*, broadcast in 1986, was a series of 15-minute television programs which informed unemployed, elderly, and disabled people of their right to claim a variety of state benefits, and encouraged them to do so. *Advice Shop*, aired on Tuesdays between 5:00 p.m. and 5:30 p.m., is targeted to people on welfare and other forms of social assistance. *Advice Shop* offers programming to assist these groups to cope more effectively with "the system," i.e., the legal system, the social service system, adoption agencies, etc. *Bazaar*, aired Mondays between 3:25 p.m. and 3:50 p.m and repeated Sundays between 11:25 a.m. and 11:50 a.m. is targeted to pensioners, single parents, and the unemployed to provide them with assistance in managing bills, preparing nutritious meals, efficient gardening, and generally how to run the house more economically. In addition to the television broadcasts, these programs offer support materials such as booklists, information packs, books, and audio cassettes.

BBC Continuing Education has committed to a 10-year plan for the production and broadcast of literacy and numeracy programming. The plan includes a commitment to one new production a year (until 1999) so that an integrated and extensive inventory in this subject for use by learners and educators will be developed. In Autumn 1989, new programs in skills upgrading, literacy, and numeracy leading to accreditation will be broadcast. They have been produced cooperatively by the Adult Literacy and Basic Skills Unit and the Open College, and they will be offered through local colleges, adult learning centres and for at-home learners. *Spelling it Out*, telecast Sundays 6:15 to 6:25 p.m. and 10:10 to 10:20 p.m., will be an eight-part series on the elements of good spelling. Support materials will include a student workbook, materials for tutors, and telephone referral services.

An innovative program run through the BBC and sponsored by the European Council is *E-force*. *E-force*, allows unemployed people to work in association with producers of local radio and/or television programs to create print and support materials relevant to the needs of the unemployed to accompany the broadcasts. Thus, it is the experience and sensitivity of the unemployed which is being "put to work" to devise and produce support materials designed for the unemployed.

The Open College

The Open College is designed to upgrade the skills of Britain's work force by providing at-home/at-work, credit and non-credit courses administered through local support centres to those who would not normally seek out formal learning opportunities. Some courses include broadcast components (either radio or television) in addition to print workbooks, texts, video, and audio cassettes. Courses are aimed at a wide range of audiences, including both those who are interested in skills retraining or upgrading and the chronically unemployed who require confidence-building and basic job-seeking skills. Courses are offered in various areas, such as management training, electronics, office skills, travel and tourism, as well as adult basic education (literacy and numeracy), learning to learn, and job search. Special courses are available to women seeking to re-enter the job market, such as *Women: The Way Ahead* and *The Woman Manager*. *Train the Trainer* courses are designed to develop the expertise of trainers and tutors within industry. Learners are often sponsored by employers or government agencies.

The College is not responsible for the development or production of learning materials. Rather, training needs of employers and learners are assessed by the College, which then commissions the development and production of materials, and, should a broadcast component be deemed appropriate, program scheduling is negotiated with broadcasters. The Open College enjoys cooperative arrangements with several broadcasters in Britain. For its first year of operation (September 1987-1988), Channel 4 made available for Open College one hour of airtime from 1:00 p.m. to 2:00 p.m. each weekday for 30 weeks. Channel 4 continues to broadcast Open College's courses from 1:00 p.m. to 2:00 p.m., Monday through Friday. Arrangements also exist with the BBC, S4C, and the Independent Television Companies.

A complex system of support services is maintained and operated by the Open College. Across the country, 450 open access centres have been licensed and approved by the College to offer guidance and enrolment counselling, tutor support, group study sessions, the use of practical equipment, and student assessment and certification. The College maintains close contact with support centres, exchanging information via computer on course offerings and student enrolment, progress, and certification. The College also makes course and training information available through employment centres, colleges, and private employers.

The Director reports that the biggest obstacle to providing programs and services for people dislocated by labour market change has been the Open College's requirement for cost recovery on all its products. The College is now attempting to rectify this by arranging subsidies for the development and distribution of materials so as to lower their price to the user.

THE UNITED STATES

ABC and PBS: Project Literacy U.S. (PLUS) Campaign

This initiative has been a national, collaborative project between ABC and PBS that began in 1986 and will continue to 1991. Its purpose is to increase adult literacy through the combined initiatives of public and commercial television. Television is being used to heighten awareness of the problem through particular programming initiatives such as the broadcast of made for TV movies on the issue and the incorporation of literacy story lines in entertainment series. In addition, ABC produced and broadcast a learner of the month series; three-minute profiles of people who have returned to learning to upgrade basic skills. The local PBS stations have also broadcast programs to raise awareness about these issues. Specific instructional programs are also offered, some of which are described below.

In addition to the awareness-raising broadcasts, television has been used to link learners and tutors to programs and services. Local and national Contact Literacy hotlines are in place to field telephone inquiries regarding literacy resources and training centres. Local networks have developed among representatives from education, business, labour, government, and media working together on the problem of illiteracy. It is believed that increased numbers of volunteers and adult learners are participating in adult literacy services as a result of hotlines and media coverage of the issue.

Now in its third year of operation, PLUS has proven to be a resounding success for ABC, PBS, and, one hopes, for learners as well. In its first year, PLUS stimulated the development of over 300 community task forces working to address the problem of adult illiteracy. A poll commissioned by ABC in 1988 reported that 71% of the poll's respondents were aware of the illiteracy problem, up from 40% before PLUS began. Nearly 75% of those respondents aware of the illiteracy problem had seen or heard something about it on television.

Kentucky Educational Television

GED ON TV is a distance learning preparatory course towards a high school equivalency certificate (or GED) which was developed by Kentucky Educational Television and has since proven successful in other states such as Texas, Indiana, Georgia, Michigan, Pennsylvania, New York, and New Jersey. A *GED ON TV Marketplace and Outreach Handbook* is available to help educators and public broadcasters to better use TV to deliver GED materials to distant learners. The complete GED package (including 43.5 hours of programming on videotape) costs $5,676 for non-broadcast use. The set of four student workbooks cost $21.75, and the teacher's manual costs $9.95 (all prices here and below are given in U.S. dollars). In 1987-88, 1,619 students were enroled in *GED ON TV* in Kentucky out of a total statewide population of 3.5 million. *GED ON TV* has a pass rate, i.e., percentage of participants who pass the GED exam, of 82.5%.

How to Find a Job was produced in 1985 with the Kentucky Department for Employment Services. The series uses in-studio discussions with experts and consultants from business and industry and government agencies to help viewers recognize and utilize their saleable skills. Topics include self-evaluation, interviews, and applications and resumes. Viewers can phone in questions and have them answered on-air.

The Business of Better Writing is a 13-part series that teaches effective writing techniques for use in business and everyday life. This series and "How to Find a Job" are also aired on WTVS, Detroit's The Working Channel.

KET is also participating in Project Literacy U.S. (PLUS); KET has taken the lead in redesigning and augmenting particular programmes to better suit adult learners. The programming consists of four series, including *Learn to Read,* 30 half-hour programs for the 0-4th grade level reader ($1,200); *Another Page,* a 15.5 hour series of soap operas designed for the 5th-7th grade level reader ($2,112); the *KET/GED Reading Series,* designed to help high school dropouts prepare for the GED exams, and *Teach an Adult to Read,* a five-part series to train tutors ($685).

These television programs can be supplemented by a computerized telephone tutor ($2,850). A stand-alone computer containing all 87 literacy lessons answers the phone. The caller can either dial a lesson number or dial zero to get information about local reading programs or services. The caller can listen to more than one lesson or can leave a message for a local service provider to phone him/her back. A computer management system is also available ($325/year) which compiles a database of calls, i.e., number of calls, length of calls, which lessons are requested and with what frequency, other information requested, etc.

All KET programs can be viewed on tape at one of 30 adult learning centres in Kentucky. A toll-free number is available to all participants who require guidance information and/or tutoring.

WTVS Detroit

WTVS Detroit, a PBS affiliate, offers telecourses to colleges and universities, adult education centres, and individuals in their homes over its College Cable Channel. Courses with accompanying print materials are offered in the areas of economics, business, computers, English, history, and health, as well as *GED ON TV* and the *PLUS* literacy programs. Eleven colleges and four universities, including the University of Windsor, offer credit for these telecourses.

In 1983, WTVS Detroit joined together with 12 Michigan universities and colleges, the United Auto Workers, the Michigan Employment Security Commission, and the Southeast Michigan Educational TV Consortium to form the Communication/Information System for the Unemployed (CISU). CISU is funded by government grants, foundations and contributions from business and labour. The aim of CISU is to provide information resources for the high levels of unemployed in the Detroit region (more than two times the national average and about 75% more than the statewide average). In addition to half-hour daily programs on issues related to unemployment, teleconferences, and telethons telecast over WTVS, CISU has established over 134 community viewing sites for those who do not have cable television in their homes. Other programs developed by WTVS include the Working Channel, Working Circles, Job Clubs, and The Information Brokerage.

The Working Channel is a 24-hour information resource transmitted over its own ITFS (instructional television fixed service) signal. It links over 700 agencies who have services to offer the unemployed. The Working Channel offers job listings and training referrals compiled by the Michigan Employment Security Commission; *The Labour Hour Report* from UAW; and *Excellence in Training and Employment*, a program in which Lou Tice of the Pacific Institute delivers a series of lectures related to positive employment behaviours and designed to motivate the unemployed by building self-confidence. *International Harvester Presents* is a series of training sessions for job counselors covering all job search and survival techniques for lean times.

The Working Channel is available on monitors in employment offices, community centres, and adult education centres. Learners can often interact with live Working Channel programming, allowing them to order information and services via television and telephone or mail. A monthly program guide is published to inform audiences of upcoming program schedules.

Working Circles are small groups of unemployed who come together in community centres to discuss issues related to unemployment and to work on getting jobs. They use programming and materials from the Working Channel, as well as resources provided by the Information Brokerage, an information network of programs, services, and institutions provided through the southeast Michigan public library system. Occasionally these sessions are taped and transmitted on the Working Channel as the focus of community forums.

WQEX Pittsburgh

WQEX, one of the PBS affiliates in Pittsburgh, broadcasts three and one-half hours per day of Job/Help programming, including job listings from the Pennsylvania Job Service and private employers, tips on interview techniques, and how to look for a job. Every Wednesday at 4:30 p.m., a live phone-in show is aired to allow viewers to have their questions answered on-air by representatives of local job agencies. Job Help specials are aired three times a year, with special guests and live phone-in opportunities. Throughout the year, WQEX provides three people to field telephone calls from viewers with questions regarding job listings, training opportunities, or agency referrals. It is estimated that WQEX receives 1,500 employment-related calls per year.

On Saturdays, WQEX broadcasts telecourses from 10:30 a.m. to 4:30 p.m., including KET's *GED ON TV* and literacy programming. Courses are accredited by Westmoreland County Community College and Robert Morris College, a private institution. Beginning in July 1989, WQEX plans to offer programming to assist older workers who have been forced to retire, yet are still employable.

The Learning Channel

The Learning Channel is a commercial pay cable channel distributed nationally via satellite and cable which offers telecourses for high school and college-level credit, as well as program specials. The learning channel transmits educational programming targeted primarily to adults, 20 hours per day, including a GED preparatory course. The Learning Channel hopes to reach one million learners with its GED program by 1992. The GED course is aired two times a day (first at 5:30 p.m. and repeated at 10:30 p.m.), five days a week, 52 weeks per year.

Corporation for Public Broadcasting

Adult Learner Services

The Adult Learner Services Division of the Corporation for Public Broadcasting provides television-based courses at the undergraduate level in traditional subject areas and disciplines. Programming geared specifically to adults who have been dislocated from their jobs was not reported.

In December 1987, the Annenberg/CPB Project, in conjunction with the Instructional Television Consortium, sponsored a needs assessment survey of institutions which might use college-level telecourses. Of the 212 institutions surveyed, 60% were community colleges and 30% were four-year colleges or universities.

The most frequently mentioned advantage for telecourse-based instruction was its helpfulness in addressing the needs of special groups of students. Telecourses allow an institution to reach students who would not otherwise be enrolled in college.

Over half the institutions surveyed rely on broadcast television for student viewing of telecourses. One fifth of the institutions surveyed rely principally on cable system cablecasts for student viewing of telecourses.

According to survey respondents, the single most *needed* telecourse is *Business Communications* (tied with *Algebra*). *Business Communications* (tied with *General Psychology and Stress Management*) is also the most popular telecourse.

CANADA

ACCESS

ACCESS Alberta (The Alberta Educational Communications Corporation), offers two television series to assist those who are seeking work or who are seeking a career change. "Job Skills" is a series of eight 15-minute programs designed to "motivate learners who are on social assistance, those who have low literacy levels and vocational abilities, and people lacking in self-esteem or adequate social skills." Emphasis is on presenting practical employment skills and situations such as work-search strategies, interview techniques, and communication styles. The goal is to promote a successful working lifestyle and encourage viewers to become independent, productive contributors to the labour force. *A Leader's Manual to Job Skills* is available for use by instructors and counsellors, and stresses that learners need concrete information and services to enhance information received in a classroom situation.

Opening Doors is a nine-part series of 15-minute dramatizations of career search situations intended for job search workshops and courses. Segments include *Why Plan Your Career?*, *How to Plan Your Career*, *Exploring Options*, and *Creative Planning*.

Knowledge Network

From January to June 1987, the Knowledge Network of the Open Learning Authority in British Columbia conducted an ambitious pilot project called The Working Network. The objectives of The Working Network were to combine television documentaries on issues of unemployment in British Columbia with community television broadcasts, follow-up phone-in viewer interaction, and a sophisticated network of local and regional information and government agency resources to assist the unemployed. A training video was produced by Knowledge Network to inform government services staff as to the needs of the unemployed and the most effective ways of meeting those needs. Local and regional government and employment offices were to be linked by electronic mail, electronic bulletin board, and province-wide computer database to share information regarding job listings, training referrals, and other services available to the unemployed. The overall aim was to utilize available technology to decentralize employment-related resources by linking large government offices with regional employment centres. However, employment centres did not have the resources or capacity to effectively implement electronic bulletin boards, so listings of educational programs and services offered by employment centres were listed on the telepages of community cable channels.

The Working Channel pilot was considered a success. However, a change in provincial government structure led to abandonment of the project.

Future job-related projects planned at Knowledge Network include a print- and audio-based career planning course, *Planning Your Future,* to be delivered at a distance to individuals at home and in group settings in educational institutions. The course will also feature a series of 10 television programmes, including episodes from TVOntario's *Frontrunners* and *Changing Careers* series. *The Changing Careers* workbook will also be used.

Radio-Québec

Radio-Québec is preparing a series entitled *Viauville* to address issues and concerns in small- and medium-sized businesses. Drama, interview, and lecture formats will be utilized to explore relationships between workers within these businesses. The series is scheduled for the 1990-91 season, and is part of Radio-Quebec's planned emphasis on the workplace in both its new and existing public affairs series. *Viauville* is targeted to both the at-home and at-school (college level) learner.

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Meg Villareal	Corporation for Public Broadcasting, Washington, D.C.
Pat King	Corporation for Public Broadcasting, Washington, D.C.
Megan Carvell	Knowledge Network, Vancouver, B.C.
Ed Dooley	The Learning Channel, Rosslyn, Virginia
Sheila Innes	Open College, London, England
Doug Halliday	WTVS, Detroit
Fiona Gawad	Adult Learning Services,Corporation for Public Broadcasting, Washington, D.C.
Sylvie Malaison	Radio-Québec, Montréal
Neil Barnes	BBC Continuing Education, London, England
Stacey Bloom	WQEX, Pittsburgh
	ACCESS Media Resource Centre

APPENDIX 8

FEDERAL AND PROVINCIAL FUNDING FOR LABOUR MARKET ADJUSTMENT PROGRAMS

Prepared by

Élaine Legault

May 1989

SUMMARY

This inventory was prepared to identify what kinds of labour market adjustment support exist from the federal and provincial governments and who gains access to them. The Ontario Training Strategy (OTS) of the Province of Ontario and the Canadian Jobs Strategy (CJS) of the Federal Government encompass these governments' policies and funding allocations.

Funding directions at both the federal and provincial level are intended to increase private sector involvement in both the definition and provision of training needs. The OTS emphasizes labour market adjustments programs for the short-term unemployed and workplace training for the employed. The CJS focuses on the longer-term unemployed and income support schemes.

GOVERNMENT OF ONTARIO

THE MINISTRY OF SKILLS DEVELOPMENT

The creation of the Ministry of Skills Development, in March 1985, reflected the Government's urgent need to consolidate training and respond more effectively to labour market needs. The objectives of the Ministry are: to develop and upgrade skills, including literacy skills; to enhance the employability of individuals; to encourage Ontario's economic growth by assisting employers; to improve access to training and employment for employed and unemployed individuals, persons with special needs and targeted groups encountering particular employment barriers; and to coordinate institutional and on-the-job training programs.

1. *The Ontario Training Strategy*

The Ontario Training Strategy was announced in 1986 with a $100 million a year skills development commitment to 1991, administered through the Ministry of Skills Development. The provincial government expects that, by 1991, about one million Ontario workers will benefit from OTS initiatives.

The goals of the Ontario Training Strategy are: (1) to develop a "training culture" among all employers of the province; (2) to convince employers that it is economically efficient to take the responsibility for training employees; and (3) to plan long-term strategies to upgrade employees so as to enable industries to increase their international competitiveness.

The Ministry of Skills Development has four discrete areas of program development, under the Ontario Training Strategy, to tackle issues relating to training and upgrading the workforce: the Training Support Services Branch, the Apprenticeship Branch, the Youth Employment Services Branch, and the Ontario Training Corporation.

1.1 Training Support Services Branch

- A professional training consulting service to business operated through 52 Ontario Skills Development Offices and administered through the **Employer Service Unit** ($15 million in 1988-1989). From April 1, 1987 through March 31, 1988, these Ontario Skills Development Offices served 11,400 employers, unions, and other registrants. More than three-quarters of the clients were businesses with fewer than 200 employees of which more than 70% had never done any training before.

- **The Ontario Training Trust Fund Program** matches 50% of employer/employee contributions, made to an approved trust fund over a period of three years, to a maximum of $100 000.

- Training incentives to firms to offset training costs through the **Ontario Skills Program** ($33.6 million in 1988-1989). In 1987-1988, more than 11,000 Ontario Skills grants were awarded to nearly 6,000 employers enabling nearly 96,000 workers to participate in training through these grants. In the first five months of the fiscal year 1988-1989, approximately 55,000 trainees and 5,000 employers had already participated in the program.

- **The Ontario Basic Skills Program** provides free training in basic numeracy and literacy skills through community colleges ($20 million in 1988-1989). The Ministry of Skills Development has also created a new Literacy Branch to coordinate the government-wide effort ($50 million) for increased literacy education. A related program, the **Ontario Basic Skills in the Workplace** ($3 million in 1988-1989), has received strong backing and cooperation from several labour federation and labour councils.

- The **Access Program Unit** is responsible for programs assisting individuals to overcome barriers to training. This includes support allowances such as for travel, accommodation, and child care ($3.2 million in 1988-1989).

- The **Transitions/Help Centers Unit** provides older, unemployed workers with access to training. Transitions offers a training credit to laid-off workers 45 years of age and over. 16 Help Centers furnish employment counselling and training to unemployed workers. It is expected that 6,500 older adults will gain new skills annually through a workplace or course training initiative. (By 1997, workers over age 45 will make up 30% of the labour force.)

- The **Community Literacy Unit** provides Ontario Community Literacy grants to community-based literacy programs and regional information and referral services. Stream A supports ongoing services and programs. Stream B funds research, pilot curriculum/materials development and start-up projects.

- The **Community Resources Unit** supports a network of 52 Community Industrial Training Committees which assess community employment needs and training of skilled workers, and help implement employer-based training programs.

- The **Information Campaign** attempts to raise awareness of training opportunities and to stress the profitability to employers of providing training to their existing work force ($1.3 million in 1988-1989).
- The **Special Project Fund** provides financial assistance for innovative and bridging projects intended to enhance the effectiveness of skills development programs, particularly for groups traditionally underrepresented in skills training programs.

1.2 The Apprenticeship Branch

- The **Trades Updating Program** offers free courses to help skilled tradespeople keep their skills current ($4 million in 1988-1989). By 1992, it is expected there will be 60,000 apprentices training in Ontario compared to 40,000 in 1987 — most in new trades. Women apprentices are expected to increase from 2,000 to 5,000 in the same period. The Trades Updating Programs has been complemented since January 1988 by the **Skills Upgrading Program** for technicians and technologists ($1.4 million in 1988-1989).

1.3 The Youth Employment Services Branch

- The best developed program to date under the OTS is the **Futures Program** for youth employment. Between 1985 and 1988, some 75,000 youths under 25 have received assistance in order to develop work experience, skills, and educational upgrading under this program.

1.4 The Ontario Training Corporation

Funded at $6 million annually, the **Ontario Training Corporation,** created in March 1988, is the first public corporation in Ontario specifically designed to promote and develop workplace training. Its services include:

- a computerized data bank listing materials and resources to improve links between users and suppliers of training;

- the **Skill Bank** is designed to develop training materials for short-term, on-the-job training in partnership with key sectors of the economy;

- the **Skill Technology Fund** supports the development of technologically-based training programs and professional development of trainers.

2. *Funding Problems of the Ontario Training Strategy*

Both the Futures and the Apprenticeship programs have seen their budget decrease in the fiscal year 1987-1988. In Futures, program intake has fallen from about 47,000 in 1986-1987 to about 37,000 in 1987-1988. In 1988-1989, spending on Futures was about $43.5 million less than originally forecast as a result of a drop in the youth unemployment rate. The problems facing the Apprenticeship program result from the federal government having capped its apprenticeship funding in Ontario at $37 million — a cut from the 1986-1987 level, of $37.4 million.

Ontario's community colleges are also facing instability and uncertainty in their funding because of policy changes at both the provincial and federal levels which support a shift toward the privatization of training, especially in the area of skilled trades. Ottawa has cut its guaranteed purchase of certificate training seats in the colleges to $127 million from $166 million in three years. This seat purchase will drop still further to $102 million in 1988-1989. The provincial government has not filled the financial gap since the Ministry of Skills Development is also supporting the shift to the private sector. College sources predict that unless there is a return to more stable financing, some will have to eliminate their skills training activities.

3. *Other Government of Ontario Programs*

3.1. Ministry of Labour

The Labour Policy and Programs, Employment Adjustment Branch, coordinates various ministries' programs to respond to particular plant closures by Ontario industry.

3.2 Ministry of Colleges and Universities

Through the College Affairs Branch, capital grants are provided to the colleges for the delivery of academic and skills-related programs. The colleges also offer skills vocational training sponsored by the federal and provincial government under the Canadian Jobs Strategy and the Ontario Training Strategy.

3.3 Ministry of Community and Social Services

The Employment Opportunities Program offers a series of employment initiatives assisting long-term and potential long-term recipients of social assistance to become economically independent. It is organized through the Employment Liaison Officer through the Ministry's area offices and includes:

- Municipal Employment programs such as:

  Employment Support Initiatives
  Youth Employment Preparation
  Municipal Employment Program
  Municipal Job Developer

- Early Intervention programs, for age transitional youth 15-21 years, such as:

  Community Youth Supports
  Preparation for Independence
  FUTURES - Residential Component

- Work experience programs, which provide life skills and employment preparation for long-term social assistance recipients, such as:

  Social Service Employment Program
  Experience Program
  Summer and Part-time Student Employment
  Work Activity Projects

FEDERAL GOVERNMENT

1. *The Canadian Job Strategy*

The Canadian Job Strategy (CJS) was announced in June 1985 as an ongoing federal program and is administered through Employment and Immigration Canada and local employment centers. Some funds under CJS are directed to assist communities hit by layoffs and plant closures ($21.4 million in 1988-1989), but the major objective is to assist the long-term unemployed, re-entry women, aboriginal peoples, handicapped individuals, disadvantaged minorities, and disadvantaged youth, to train for necessary new skills through partnerships with employers, local industrial training committees, and public and private educational institutions and trainers.

The federal government has reduced the national level of expenditure on this initiative from $2.1 billion in 1985-1986 to an estimated $1.7 billion in 1988-1989 (see *Figure 1*). Because the Ontario economy has been more buoyant than elsewhere, the cuts here have been proportionately greater. Ontario's allocation under CJS for 1988-1989 is $43 million below the 1987-1988 level. Federal training and employment development expenditures in Ontario have dropped from $552 million in 1984-1985 to just $334 million in 1988-1989, excluding the cost of inflation.

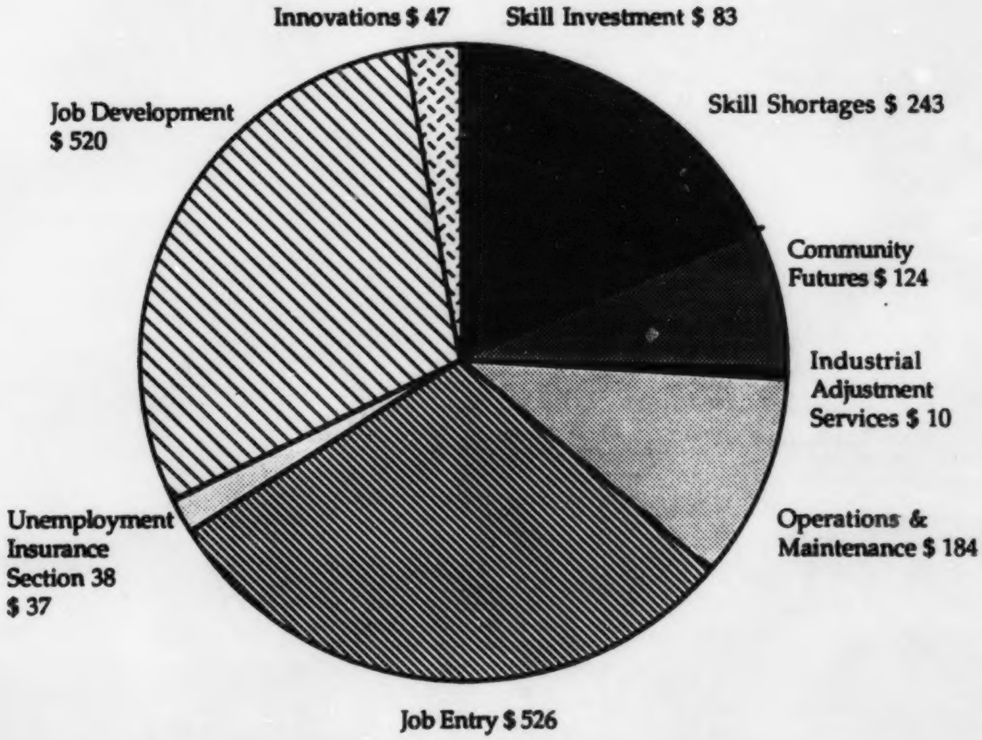
Allocations for workplace-based training under CJS in Ontario for 1988-1989 were as follows:

- **The Skills Shortage Program** ($15,250,000) provides on- and off-the-job training to alleviate critical skill shortages in federally-designated occupations for employed people.
- **The Skills Investment Program** ($10,300,000) provides short-term workplace training or re-training for employed workers threatened by technological or market change. The program functions through wage subsidies.
- **The Job Development Program** ($56,182,000) provides training for long-term unemployed in a combination of workplace training plus course work including training for social assistance recipients.

FIGURE 1.

CANADIAN JOBS STRATEGY, BUDGET 1988-1989
As of 31 January 1989.

TOTAL BUDGET : $ 1774 MILLION



- **The Job Entry Program** ($26,805,000) provides training for re-entry women, unemployed youth, handicapped persons, and disadvantaged minorities including social assistance recipients in a combination of workplace and course work training.

- The **Innovations Program** (**$47,000,000**) is intended to stimulate new initiatives and innovative solutions to labour market problems outside the framework of traditional labour market adjustment programs. Projects are pilot programs, demonstration projects, research-oriented projects, and short-term developmental activities. There is no maximum program contribution per project.

In addition to the above allocations, there will be in 1988-1989 the sum of $166.3 million for purchase of training from the Ontario institutions that can best supply training. About $101 million is expected to go to community colleges for direct purchase of seats with another $39.5 million to community industrial training committees to purchase training on behalf of employers. The remaining amount will go to employers for workplace-based training costs and to private trainers.

2. *Other Federal Programs*

2.1 Labour Canada

- Funding and Grant Programs, under the **Labour Outreach Initiative**

  These programs consist of two major components, the Labour Assignment Program (LAP) and the Technology Impact Program (TIP), and includes the Labour Issues Assistance Fund. More than $9 million have been allocated to these projects from 1987 to 1992. The TIP replaces the Technology Impact Research Fund and provides support for research and demonstration projects of labour organizations and interest groups, including women's groups, that deal with the social effects of technological change.

3. *Proposed Changes to the Unemployment Insurance Program*

The overhaul of the Unemployment Insurance Program is part of the federal government's "forward-looking labour force strategy." It will transfer "passive income support" dollars to worker retraining. The changes tie unemployment insurance more closely to regional jobless rates, with tighter rules cutting back benefits everywhere except where the unemployment rate tops 15%. The number of weeks spent working to qualify for unemployment insurance have also been raised, with only 10 weeks needed in a region where the unemployment rate is over 15% and 20 weeks in a city like Toronto where the jobless rate is 4.5%.

Reduced benefits are calculated to free up $1.3 billion, 10% of the total UI budget, which will be reallocated towards training programs. Of this $1.3 billion, $500 million will be put into benefit improvements for groups that have been discriminated against, such as new parents ($450 million) and workers over 65 ($40 million). The remaining $800 million will be redirected into training programs: $500 million to train UIC and welfare recipients and to assist and retrain displaced older workers; $45 million to help jobless defray business start-up costs and relocation assistance to the unemployed; $230 million to reinforce private sector training, including $65 million to encourage business to increase worker job training. Industry and labour will be invited to play a central role in deciding how the new job training funds will be spent. The invitation amounts to "a major challenge to organized labour to drop its historic rejection of any proposed reduction in UI income maintenance and help plan how to direct those funds into more active job-training programs" (*The Financial Post*, 11 April 1989).

Deputy Minister of Employment and Immigration Arthur Kroeger acknowledged that the shift to more massive business-run training programs represents a fundamental change in the concept of Canada's historic unemployment insurance plan as a safety net for the jobless (quoted in *The Toronto Star*, 12 April 1989). The proposed changes to UI answer partly to the de Grandpré *Report of the Advisory Council on Adjustment* (1989) which suggested that the emphasis should be shifted from the present "safety net" approach to a "trampoline" approach of employment creation and skills training programs. But missing from the federal government proposal is one key suggestion from the panel report. The Council argues that merely exhorting the private sector to increase its training efforts will not work. The Council therefore suggests the implementation of a tax liability as a lever for private sector training: if training programs and goals are met, there is no tax; if there are no training programs, the tax is collected and used for training programs developed in cooperation with the private sector.

The proposed changes will also allow UI beneficiaries to qualify for training earlier than the current six-month wait. However, most of the training programs function on a voluntary basis and the changes to UI do not require that the unemployed be the first recipients of the reallocation of moneys into training. Historically, "many of those who live on unemployment lack both the basic literacy and the understanding of government procedures to find their way into training programs" (*The Toronto Star*, 12 April 1989). This increases the need to make everyone aware of the present programs available for training and retraining.

APPENDIX 9

GOVERNMENT DOCUMENTS

Prepared by

Élaine Legault

May 1989

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